

ALASKA LEGISLATURE COMMITTEE FILES 1965-1966 00/2

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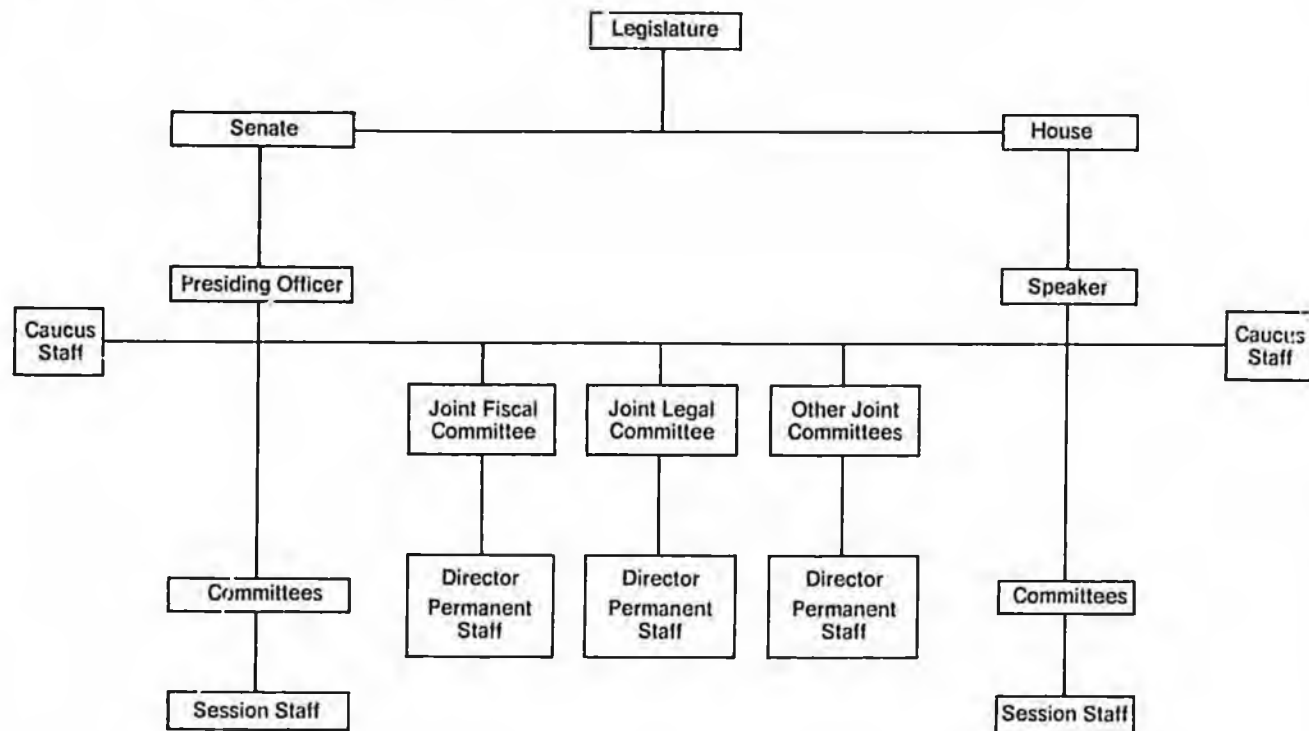
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- The number of full-time professional staff is deceptive since most personnel are devoted to quasi-executive audit tasks rather than general research, legal and support services for members and legislative committees. The audit offices have minimal involvement in day-to-day legislative activities. Interestingly, Virginia, Louisiana and, most recently, Arkansas, have added program evaluation staff to develop oversight information for use in mainstream legislative deliberations.
- Like states with the legislative council structure, staff members tend to be generalists, and responsiveness to members and standing committees is low. Interim assignments are handled by special study bodies rather than the standing committees.
- The lack of general research staff has encouraged a dependence on outside information resources. University resources and joint legislative-executive agencies are common in this group.

TYPE F—SESSION PROFESSIONALS



Organizational Features:

The distinguishing feature in these legislatures is the large number of session professional staff hired and assigned primarily to standing committees. Largely due to short legislative sessions, these legislatures have resisted full-time professional staffing in favor of part-time legal and research personnel. The permanent staff in

these states tends to be organized into two or more joint central agencies. In all of the states with this pattern except Hawaii, the presiding officers play a major role in supervising both the joint service agencies and in hiring sessional staff. In Hawaii, central staff agencies are not directly overseen by a management committee of legislators, and sessional committee staff are hired by each chairman and trained and coordinated by the caucus staff. States with this type of staffing pattern usually provide fiscal and legal services staff on a year-round basis through joint staff agencies. Caucus staff is present in those states that have a competitive partisan environment. Staff size ranges from 57 to 107 full-time professionals and the number of professional staff generally increases by about two-thirds during the session.

States:

Hawaii, Oregon, Rhode Island, West Virginia

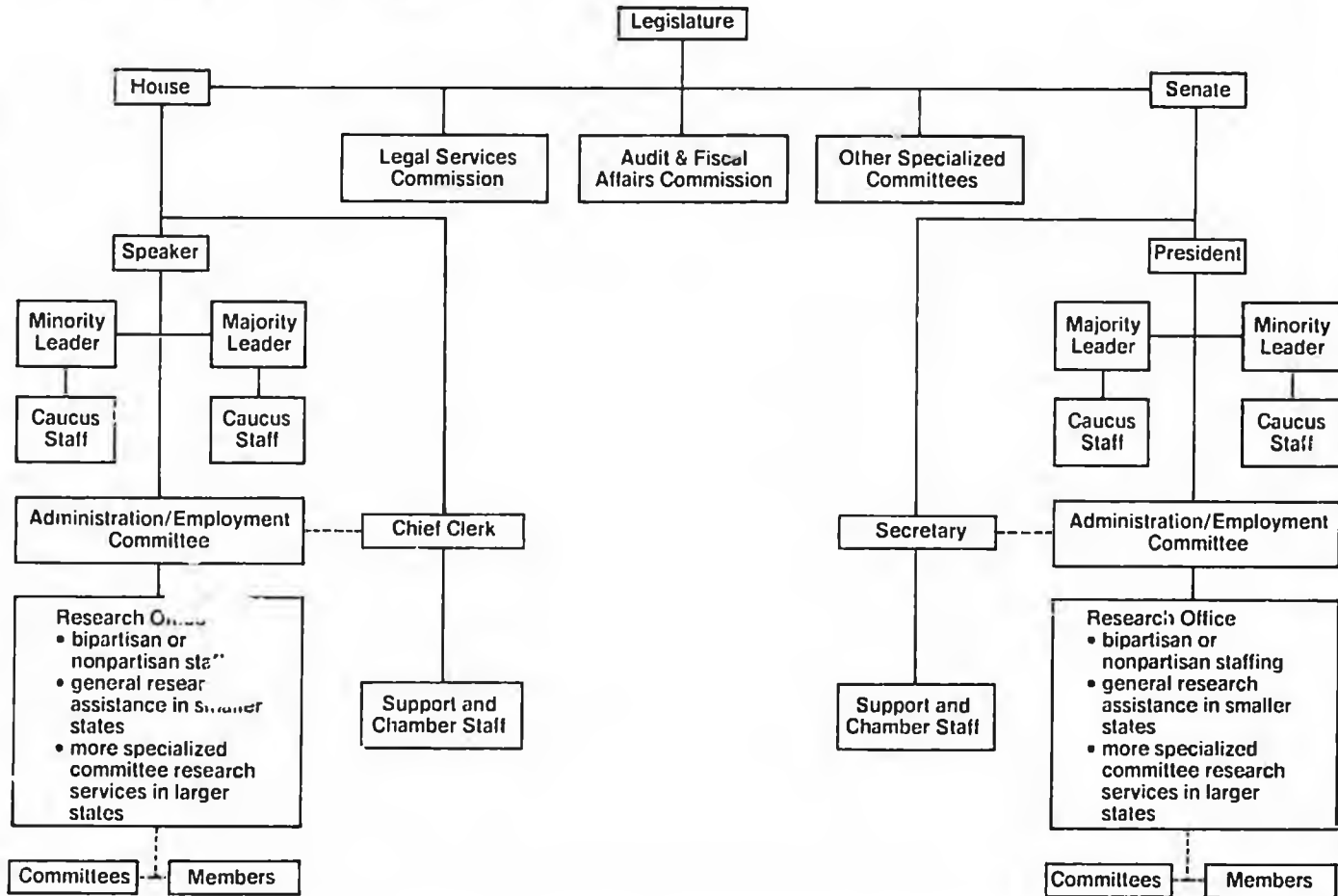
State Similarities:

There are few similarities between states with the session professional staffing model. The presiding officers are considered very powerful in all of the legislatures except Hawaii. Formal gubernatorial power ranges from very substantial in Hawaii to very weak in Rhode Island and West Virginia. Session length tends to be fairly limited, and Oregon still meets in biennial sessions. Partisan dominance varies from one-party control in West Virginia to a highly competitive political climate in Oregon. Oregon and Hawaii have somewhat larger full-time legislative staffs and have added caucus aides. West Virginia and Rhode Island do not have caucus staff.

Advantages and Disadvantages:

- Session professional staff provides for greater responsiveness to committees and members, however, the temporary nature of this staffing diminishes the institutional benefits over the long range. Continuity between interim and session activities is impaired.
- Central control over and coordination of staff services is generally achieved through the presiding officers. The arrangement vests considerable power in the hands of two legislators and may be subject to partisan manipulation. The lines of responsibility and authority, however, are clear and simple.
- Joint agencies provide for continuous staff service in such essential functions as budget monitoring and preparation, administration and legal tasks.
- Specialization of staff is possible through committee assignments, however, the part-time nature of sessional employment works against the development of expertise by staff.

TYPE G—SEPARATE HOUSE-SENATE STAFF



Organizational Features:

Legislatures with this staffing pattern provide bipartisan or nonpartisan research personnel through separate House and Senate offices and each chamber manages its financial and administrative affairs independently. Bill drafting services and fiscal or audit functions are usually organized under a joint agency. It is difficult to identify any one set of conditions that encourage the development of separate chamber staffing. The influence of a specific leader, a longstanding interhouse rivalry or a period of intense political change probably have contributed to these patterns which generally have emerged since 1970. None of the states in this category has had a long experience with a strong legislative council.

The most significant difference between the large and smaller legislative staffs in the grouping is the emphasis on specialized committee-oriented staff in bigger states. In Mississippi, Missouri and New Hampshire, the separate House and Senate research staffs tend to be composed of generalists who have very few if any committee responsibilities. In the larger states, House and Senate research directors generally coordinate and oversee the work of professional analysts who are assigned to committees in their respective chambers. For administrative purposes, the staff is under central supervision, but day-to-day assignments and direction come from the committee chairman. Partisan staff is available in those states with more legislative personnel. Washington and Minnesota have caucus staff in addition to chamber research offices, while the Arizona research office principally serves the majority party. In all of the states, the chief clerks and secretaries are influential posts usually exercising responsibility over administrative and support activities. The only exception to the strong clerk/secretary is Arizona where the posts are involved primarily with bill processing tasks.

States:

Arizona, Minnesota, Mississippi, Missouri, New Hampshire, South Carolina, Washington

State Similarities:

States with separate chamber staffing generally fall into two groupings: those with fairly substantial staffs (Arizona, Minnesota, Washington) and states with relatively small and growing staffs (Mississippi, Missouri, New Hampshire and South Carolina). There are more common characteristics between states of similar size than in the category as a whole.

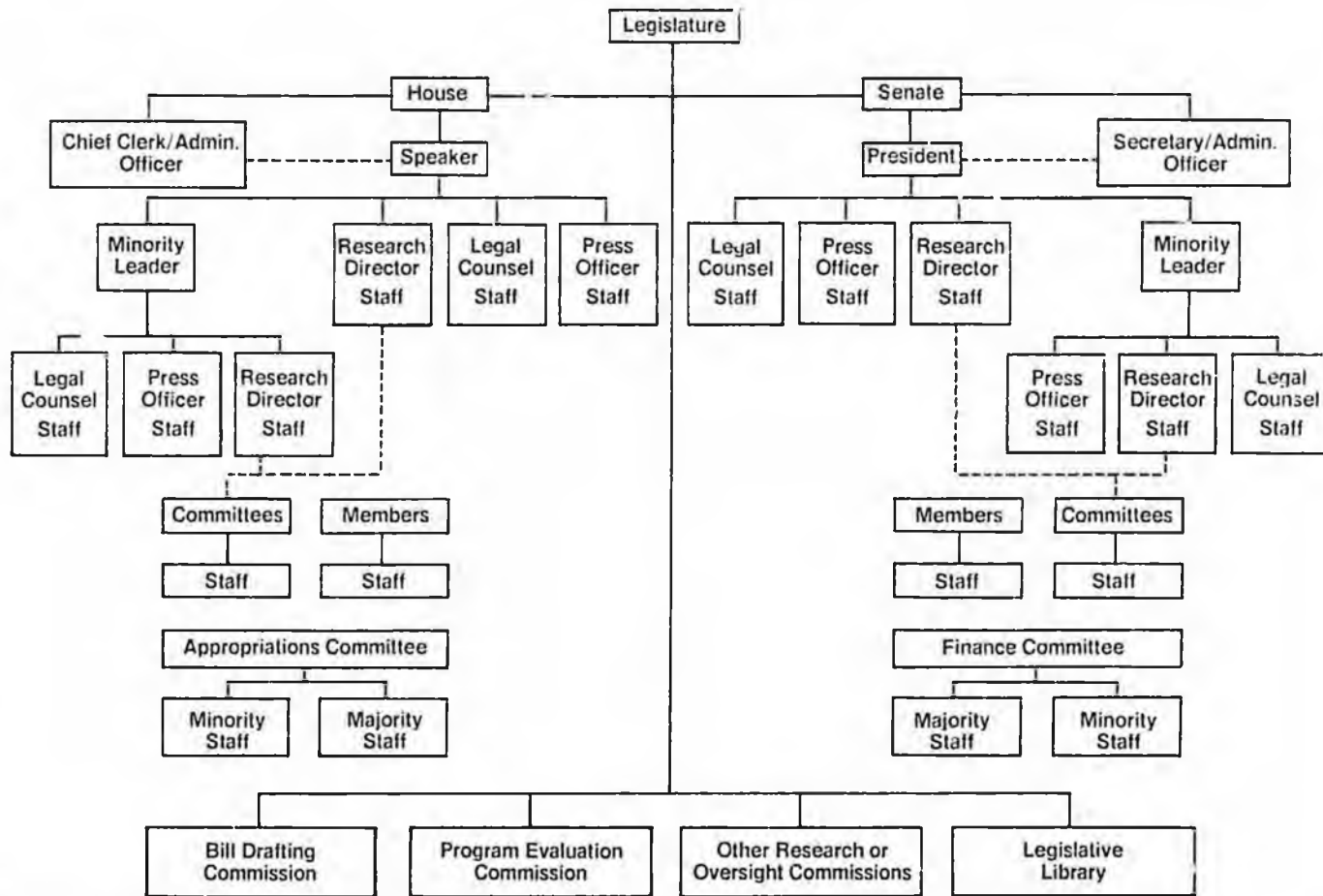
Among the legislatures with fewer staff, there are several common characteristics. These states tend to be dominated by one political party. Leadership powers tend to be formidable, particularly in the lower chambers, and the lower houses are among the largest in the country. With relatively limited joint staff resources, lower house leaders have probably been encouraged to develop single house resources in response to member demands. Full-time professional legislative staff in these states ranges from 44 to 67. The formal powers of the governor are slight. Missouri is the only state in the four whose governor has substantial powers. In spite of the lack of formal gubernatorial powers, the legislatures in these states do not dominate policymaking. The lieutenant governor plays a role in legislative proceedings in all but New Hampshire.

Among the larger states with established House-Senate staffing, there are also similarities. Legislative leaders tend to be fairly powerful in these states; however, organizational patterns emphasize a trend toward shared management authority. For example, the Arizona House Speaker has delegated major personnel responsibilities to two other leaders, while in Washington most professional staffing decisions are made by a bipartisan employment committee. The partisan balance in these states is much more competitive than in the smaller states with this staffing pattern. Full-time professional staffing is also much more extensive, ranging from 165 to 270 employees. Gubernatorial powers vary from very strong in Minnesota to about average in Arizona, but the balance of legislative and executive strength tends to be very close and competitive.

Advantages and Disadvantages:

- Single house research offices may cause a duplication of staff resources, but the corollary argument is that staff services are more responsive to differing points of view represented in the two chambers. Members and committees may have better access to staff resources.
- Separate House and Senate research staffs, particularly in the larger states, are likely to be seen as arms of the majority party since the primary legislator-users are committee chairmen. Nonpartisanship is preserved to some extent by the availability of caucus staff.
- Audit and bill drafting offices serve the legislature as a whole and all members without regard to chamber or party. The joint, nonpartisan organization of these services insulates against partisan influence.
- The greatest duplication occurs in the provision of administrative support services, where economies of scale can be achieved if both chambers cooperate. For example, purchasing, inventory control, maintenance, printing and clerical support can logically be combined or administered under uniform policies.

TYPE H—PARTISAN LEADERSHIP



Organizational Features:

The partisan leadership model of legislative staffing is very hierarchical with most personnel decisions emanating from the principal legislative leaders. Generally, the majority party leaders ultimately determine the amount of salary monies that are made available to individual members, committees, other leaders and the minority party. The party leaders also decide how many staff will be employed, in which jobs and at what salaries. In Pennsylvania, allocations for legislative staff are established in the appropriations act, but majority and minority party leaders are free to establish the staffing pattern that they deem best. In all of the states in this grouping, staff is usually available to committees and members. Party leaders generally allow members and chairmen flexibility to hire their own staff, but in some instances personnel choices may be dictated by the leadership. The management style is authoritarian rather than collegial. Legislative leaders tend to rely on principal staff advisors rather than other leaders for management decisions. The offices of House chief clerk or Senate secretary are in most cases important adjuncts of the majority party, overseeing large staffs of chamber, managerial and support personnel. Except in Massachusetts, joint staff agencies tend to be less influential than similar agencies in other states. Massachusetts has joint standing committee staff, but the House Speaker and Senate President control and hire committee personnel. The nonpartisan status of most joint agencies is almost an anomaly in these highly partisan environments. The budget and fiscal analysis staffs in these states are the only offices that are somewhat independent from the overall partisan hierarchy. In all four states, the money committees are assisted by separately-budgeted staff offices. Usually the fiscal analysts are divided into separate majority and minority party staff. In Michigan, the House and Senate fiscal agencies are nonpartisan offices overseen by bipartisan governing boards.

States:

Massachusetts, Michigan, New York, Pennsylvania

State Similarities:

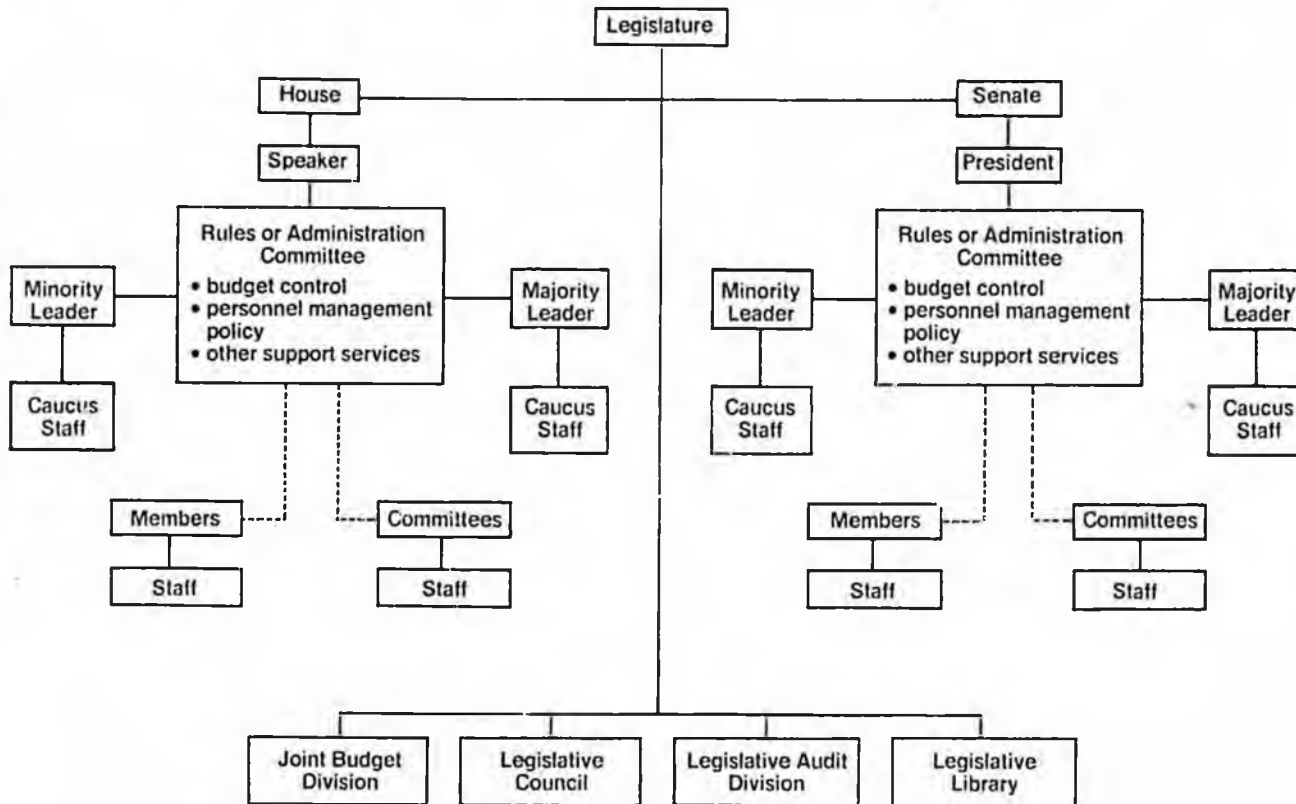
States with this staffing model are highly urbanized, populous and industrial states. Political party competition is intense both in legislative and gubernatorial races. Legislative leadership posts are usually gained by legislators who rise through the ranks, serving in successively more senior positions. The top legislative leaders, particularly the lower house Speakers, are among the most powerful in state legislatures around the

country. The lower houses are large (110 to 203 members) and in spite of substantial state resources, the committee system in these states are not considered particularly strong. Partisan leadership dominates the policymaking role. The governors in all four states are among the most powerful, and partisan leadership ultimately begins with the governor who usually is the legislative leader of his party.

Advantages and Disadvantages:

- Party identification is the primary organizational factor in these states, and even neutral or apolitical staff functions are controlled by partisan leaders. The potential for duplication of staff services and personnel policies is great.
- Staff is highly responsive to legislative leaders and less so to members and committees, except where chairmen and legislators are allowed autonomy in staffing decisions.
- Management control is highly centralized with the majority and minority staffs. Top staff advisors to the principal leaders tend to exercise considerable power and sometimes more influence than other legislators.
- The large number of legislative staff and partisan loyalties make the legislatures in these states fairly independent from outside information sources.
- These states have a high degree of staff specialization, particularly through committee assignments. Short-term study commissions with staff provided by the leadership are not uncommon.

TYPE I—SEPARATE HOUSE MANAGEMENT WITH COMMITTEE STAFFING



Organizational Features:

The typology is characterized by decentralized committee staffing with management responsibility vested in each chamber. The staffing pattern varies in some very significant ways from other legislatures with substantial numbers of committee staff. For example, members and chairmen have much more latitude in hiring decisions than in states dominated by the partisan leadership. Texas and California have staff for committees, members, leaders and joint service agencies, allowing for both substantive and functional specialization. Legal counseling and bill drafting, budget analysis and program review, and legislative post-audit are provided through joint agencies. Committee chairmen are authorized to hire staff to assist with more specialized committee research tasks and members have personal and district staff to attend to constituent relations and individual legislative business. Budget and personnel management control is exercised by administration committees established in each chamber. The administration or rules committee sets staffing budgets, establishes committee personnel standards and oversees the use and management of staff allocations. In Texas, members and chairmen are somewhat more independent of administrative controls and are allowed to expend their personnel allowances as they see fit. The California Rules Committees exercise more central management control; however, members generally are free to hire staff persons of their choice. Texas and California are among the five largest legislative staffs in the country. Staffing complements may range up to 15 professionals per committee.

This pattern differs in important ways from the partisan leadership-dominated staffing that exists in New York or Pennsylvania. First, the principal party leaders do not dictate staffing budgets, patterns and decisions in California or Texas. The overriding partisan influences are also not evident. Finally, the nonpartisan joint service agencies tend to be much more influential in Texas and California than in the other states. Overall, the substantive or functional specialty of the staff is more important than partisan identity.

States:

California, Texas

State Similarities:

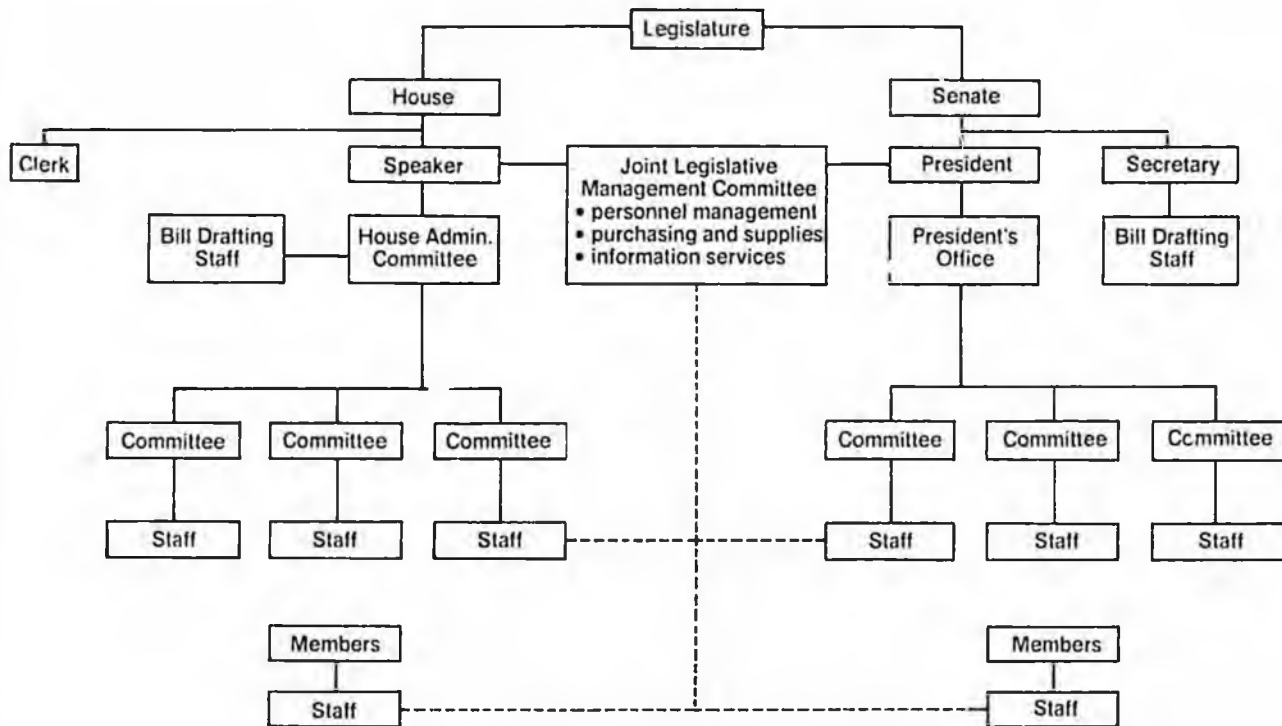
California and Texas are both large, populous states in which the legislature plays a formidable role in state government. In spite of biennial sessions and a weak committee system, the Texas Legislature has a

strong position vis-a-vis the governor. The strength comes largely from the legislature's budget powers and the governor's lack of formal authority. In California, the legislature's role rivals the governor even though the chief executive's powers are substantial. The California Legislature is one of the best staffed lawmaking bodies and has been ranked one of the most effective in the country. The Speakers in the California Assembly and the Texas House are influential leaders, though these positions do not wield the almost complete control over legislative matters that their counterparts in New York or Michigan do. Leadership powers in the California and Texas Senates are somewhat less. The lieutenant governor is the dominant force in the Texas Senate, while the five-member Rules Committee sets policy and manages legislative affairs in the California Senate. Aside from their common features, Texas and California differ in very important aspects. Texas has been dominated politically by the Democratic Party, while California has a long tradition of competitive partisan rivalries and progressive influences. The California Legislature also functions as a full-time lawmaking body, while in Texas legislative service is more part-time.

Advantages and Disadvantages:

- Committee staff are highly responsive to chairmen, however, there is the possibility that staffers may become advocates of their subject-area or may be influenced by partisan pressures.
- The centralization of personnel policy and legislative budget control provides for standardization of staff qualifications and management procedures, but the decentralization of most personnel decisions and staff supervision still may lead to inequities.
- Duplication of staff efforts is almost inevitable, however, at the same time, no member is excluded from having access to staff services. Dependence on outside information sources is reduced.
- Joint staff agencies tend to serve all members of the institution as a whole; and their organization as central, nonpartisan services facilitates that role.
- The diversity of staff services allows for a high degree of subject-matter and functional specialization.

TYPE J—JOINT MANAGEMENT WITH COMMITTEE STAFFING



Organizational Features:

Under this staffing pattern, virtually all staff services are decentralized to the standing committees with administrative policy set by a joint committee. The only joint staff agencies of the Florida Legislature are the Joint Legislative Management Committee (JLMC), the Joint Legislative Auditing Committee and an administrative rules review staff. Bill drafting offices are maintained independently by the House and Senate. The JLMC provides centralized budget, personnel, data processing, statutory retrieval, library, recordkeeping and other administrative and support services. All members and chairmen must follow JLMC personnel policies and staff pay and qualification guidelines. The primary research responsibility rests with committee staff who are hired by the chairmen with approval by the leadership. The degree of autonomy allowed a chairman depends on the personality of the principal leader. Members are authorized to hire personal staff for their district and capitol offices. Florida's tradition of rotating leadership tends to discourage the concentration of legislative power in a one-party state. Likewise, the decentralized committee model diffuses personnel authority and broadens the access of members to staff. The JLMC provides vital administrative continuity, but it does not play a role in actual hiring and firing decisions.

States:

Florida

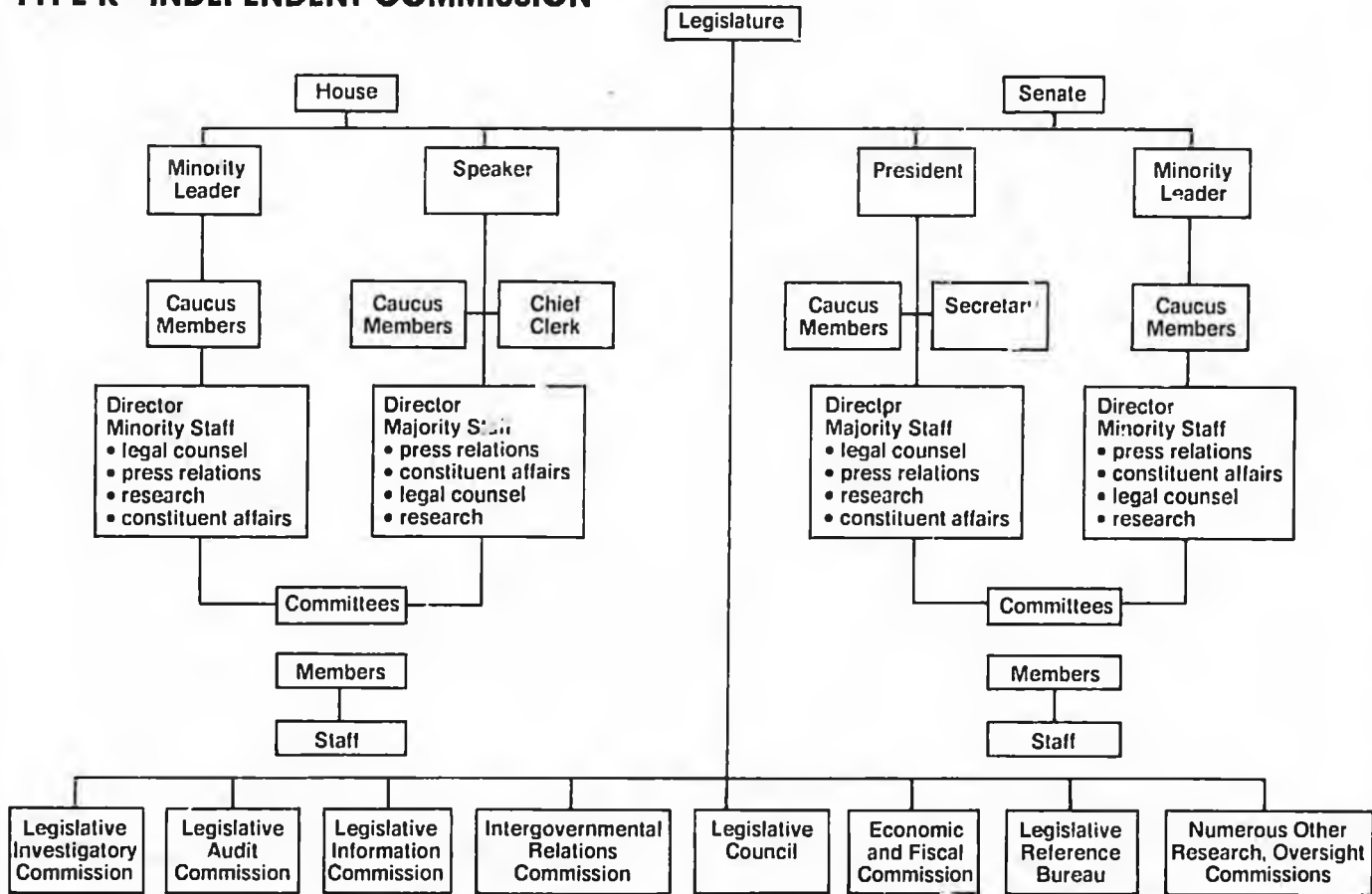
Unlike other legislatures its size, Florida tends to be a one-party state with little partisan staffing. The Florida Legislature is one of the strongest and most independent lawmaking bodies in the country, and it often outstrips the executive branch of state government. Florida's governor is one of the weakest chief executives particularly in terms of budget and veto powers. Florida legislative leaders exercise great influence over personnel matters, but a tradition of rotating the offices of House Speaker and the Senate President each biennium diminishes the overall powers. Other large state legislatures have stronger leaders.

Advantages and Disadvantages:

- Committee staff are highly responsive to chairmen and committee requests. The decentralized staffing pattern emphasizes subject-area specialization.

- Administrative tasks are centralized, and policies are uniform, insuring a high degree of equity. Since JLMC policies must be followed by all legislative staff, administrative continuity is maintained in spite of biennial leadership changes.
- The rotating leadership tradition is often accompanied by numerous changes in chairmanships. As a consequence, committee staff tenure may be shortlived and expertise may be lost.
- Some duplication of committee staff services and bill drafting personnel between chambers may be inevitable.
- Committee staff play an essential role in strengthening the work and oversight capabilities of standing committees during the interim.

TYPE K—INDEPENDENT COMMISSION



Organizational Features:

With more than 100 joint, special-purpose or general service agencies and commissions, the Illinois General Assembly is one of the most fragmented and decentralized legislatures in the country. Each commission operates independently, and there is no mechanism for joint or uniform management procedures as in other large populous states under Types H, I and J. The principal party leaders of each chamber make appointments of legislators to the various commissions and the more influential commissions are authorized personnel. Within each chamber, staffing is on a partisan basis. Majority and minority research analysts are assigned from a central partisan staff to assist the standing and money committees. Members are allowed to hire personal staff based on a system of personnel allowances. In Illinois, equal amounts of money are available to the majority and minority parties for professional and administrative support staff. Because of the fragmented staffing pattern, it is not unusual to have staff from all four caucuses and some joint agencies assigned to a project.

States:

Illinois

While other states have developed independent joint research commissions, the Illinois General Assembly is unique in terms of the proliferation of independent commissions. New York, Pennsylvania, Michigan, Massachusetts and Minnesota also have made use of joint research commissions or special study commissions. Illinois differs somewhat from these other states in terms of legislative leadership powers. A highly partisan and politically competitive state, Illinois has long been dominated by regional factions: Cook County (Chicago) Democrats and down-state Republicans. The factionalism has often split legislative delegations, and the result has been to weaken the power of the legislative leaders. Compared with other large urban states, Illinois' governor is among the strongest in the country in terms of budget, veto, appointment and other powers, and the executive branch tends to dominate a fractured and divided legislature.

Advantages and Disadvantages:

- The large number of independent commissions has led to a highly fragmented staffing system. Commission jurisdictions are not always well defined, and staff activities often evolve in a piecemeal and ad hoc fashion. A

high degree of specialization is possible, but areas of expertise may be unclear and staff responsibilities blurred.

- Administrative control and comprehensive personnel management policies are almost impossible to achieve.
- The partisan staff is highly responsive to the demands of party leaders, committees and members, and access to staff services is open.
- The centralization of the partisan staff allows for efficient use of staff as needed for constituent as well as research tasks, however, there may be duplication of certain staff functions from one caucus to the next.

The Trends of Growth and Development

To those familiar with state legislatures, it will come as no surprise that the nature of legislative staffing has changed. The reasons for the change and growth in staffing are numerous: The increasing complexity of public problems and the shift of power from the federal government back to the states are just two of the contributing factors.

This report is not about why state legislatures need staff. Nor is it about the benefits derived from full-time staffing. The purpose of the following section is to describe the growth which has already taken place, to identify some of the major trends and emerging patterns of organization, and to raise some of the significant and yet unanswered questions dealing with staff management and development.

The Dimensions of Growth

The expansion of legislative staff services in the states has been dramatic. Beginning in the early 1960s in some states then spreading and accelerating to others in the 1970s, the reform wave which has brought increased staffing has touched virtually all states. Some examples are illustrative:

- In 1970, the Mississippi Legislature had no full-time professional staff. Today 67 full-time professionals provide bill drafting assistance, budget and program evaluation skills and general research help.
- The budget for staff salaries for the California Assembly and Senate totaled about \$1.4 million during the 1955-1957 biennium. For the fiscal year 1978-79 alone, personal services appropriations for the two chambers topped \$40.9 million.
- In 1970, the Connecticut General Assembly was staffed by only six full-time bill drafters and two researchers with other professional staff provided during the session only. In 1978, more than 80 full-time professional staff were employed by the Joint Committee on Legislative Management or by the four party caucuses. (Not included in these figures are the year-round staff of the legislative auditor's office.)

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- In Iowa the staff of the Legislative Service Bureau increased from eight in 1967 to 34 in 1978. In addition, staff has been hired to serve each of the party caucuses and the House and Senate leaders on a full-time basis.

Clearly, the growth in legislative staff is not unrelated to expansion of employment throughout the public sector. Nonetheless, legislatures have grown in large part because of their increasing independence in the governmental system and their assumption of basic as well as new responsibilities in the policymaking process.

Tables 1 and 2 show the number of full-time professional staff and sessional employees currently working in each state legislature. Some personnel counts are estimates based on information from several legislative sources or contact persons.

TABLE 1—FULL-TIME PROFESSIONAL STAFF IN STATE LEGISLATURES

Number of Staff Range	States			
	1st Quartile	2nd Quartile	3rd Quartile	4th Quartile
1-100	Delaware North Dakota Vermont Wyoming	Idaho Maine Nevada New Hampshire New Mexico North Carolina South Dakota Utah	Iowa Kentucky Mississippi Missouri Montana Oklahoma Rhode Island South Carolina West Virginia	Alaska Hawaii Indiana Kansas Nebraska
101-200	Oregon	Alabama Colorado Connecticut Tennessee	Arizona Georgia Virginia	Arkansas Maryland Washington
201-300	Louisiana	Massachusetts	Minnesota Wisconsin	Illinois New Jersey
301-400				
401-500	Texas			Pennsylvania
501-600			Michigan	
601-700			Florida	
701-800	New York	California		

TABLE 2—SESSIONAL STAFF EMPLOYMENT IN STATE LEGISLATURES

Employees	States		
0-99	California Delaware Massachusetts Michigan Mississippi	Nebraska New Hampshire New Jersey Ohio Pennsylvania	South Dakota Tennessee Vermont Wyoming
100-199	Alabama Alaska Arkansas Colorado Connecticut Idaho	Illinois Indiana Louisiana Maine Missouri Montana	Nevada North Dakota Rhode Island Utah Wisconsin
200-299	Florida Iowa Kansas	Kentucky New Mexico Oklahoma	South Carolina Virginia West Virginia
300-399	Arizona Georgia	Hawaii Maryland	North Carolina
400-499	Minnesota	Oregon	
500 +	New York (approx. 1500)	Texas (approx. 550)	Washington (approx. 550)

The enormous surge in legislative staffing has not been without developmental problems. While the problems faced by legislative staff in Vermont and Wyoming vary greatly from the largest legislative institutions in New York and California, almost all have experienced "growing pains" in one form or another.

Most of the expansion of legislative staff in larger states has occurred not in existing agencies but in the creation of new specialized staff offices, by the authorization of staff for committees and members, and with the increasing decentralization and fragmentation of staffing patterns.

Medium size states have often doubled and tripled their central staff agencies, and demands for increased staff services have not always allowed for careful planning and smooth adjustments. As testimony to these growth concerns, Louisiana, New Jersey, and Tennessee have all contemplated or undergone recent reorganizations of staff services. The Massachusetts House, as another example, currently is more than doubling the size of its staff with the addition of 160 personal aides for the members.

In smaller states much of the growth has occurred in sessional employment or basic research services. Many states have added session secretaries for members. The increase in legislative workloads and longer sessions have created the need for additional support staff to manage and assist with the flow of legislation.

In almost all states, the growth in legislative staffing has been accompanied by five trends:

- The increasing independence of the legislative branch has encouraged legislatures to move away from external information sources in favor of in-house staff resources. Today state legislatures depend less on executive branch resources, university faculty or private lobbyists for their information.
- The development of staff resources has led to a fragmentation of management and organization. The creation of new staff pools for members, committees, political caucuses and leaders has dif-fused management responsibilities. With rare ex-ceptions, legislatures have moved away from strong, centralized staff agencies.

- Staff information assistance has become increasingly more specialized. Specialization has occurred first by functional areas—program evaluation, post-audit, computer assistance and political assignments. Subject-matter specialization has followed with science advisors, health experts, tax specialists and education analysts.
- Staff services also have tended toward more individualized assistance. Once legislative staff referred largely to those people who worked for the institution as a whole. Now there are legions of staff whose assignments and loyalties are based on relationships with individual members.
- The expansion of staff services has resulted in an increasing sense of career identification among employees. Greater longevity is apparent, and affiliation with professional groups and associations is gaining popularity.

The movement away from external information sources is perhaps most dramatic in Southern states where institutes of government and executive agencies have often provided the mainstay of legislative staff assistance. Many of the university-affiliated institutes have been relegated to a consulting role with legislative committees. In North Carolina, for example, the General Assembly has increased its own research staff, assumed the bill drafting function once handled by the state's Attorney General, and hired fiscal analysts to provide budget assistance over and above that given by the executive budget office. Many state legislatures have assumed responsibility for post audit tasks which were once handled by independent or executive branch offices.

The fragmentation of legislative services has been a trend since the early 1960s. Alan Balutis, in *Legislative Staffing: A Comparative Perspective*, noted that more than 100 independent legislative staff agencies were created during the period from 1963 to 1973. That trend has continued. In a paper prepared for the American Society of Public Administration in 1976, Carl Tubbesing described the decentralization phenomenon:

... the response of state legislatures to growth in the size of their staffs has not been to keep control in a central location. Rather, many legislatures have chosen to keep central staff for some

functions (sometimes altering the internal structure of these central agencies), but to add other staff in a more decentralized or fragmented fashion.

Typically as new staff functions have emerged (e.g. program evaluation or review of administrative regulations), state legislatures have created independent staff agencies or authorized standing committees to hire additional staff.

The specialization of staff services is closely linked with the trend toward decentralization. Central service agencies and legislative councils are essentially composed of generalists; and as legislative committees require more staff services, there is a natural tendency toward specialization of work assignments. The response is a logical one, as Raymond Davis notes in his description of the development of the California Legislature:

The more diversified and complex the society, the more the demand for special-purpose structures and the use of technology by the legislature to resolve conflict at minimum cost with maximum control over the resources and over intrusion from the environment.

The fourth trend toward more individualized staff services is a more recent phenomenon. Initially, most legislatures were staffed by a central agency of generalists who served the legislature as a whole. The employment of aides for leaders, chairmen and ultimately rank-and file members has increased steadily in the past few years. Currently 29 states provide all members with either full-time or sessional clerical staff, and another 14 states allow the lawmakers of one or both chambers to employ full-time or part-time professional aides. Alan Rosenthal wrote recently in *State Legislatures* about the identification of legislators with personal staff rather than institutional staff:

These central staffs are critical units in the legislature. Yet, it is curious that when I discuss professional staffing with members, they instinctively respond in terms of their personal staffs— aides who work directly and solely for them.

Finally, there is the trend toward greater career identification among legislative employees. The evidence is largely intuitive. There appears to be longer service among staff. Many staff still see legislative employment as a stepping stone to other career opportunities; however, the tremendous turnover of staff from year to year is dimin-

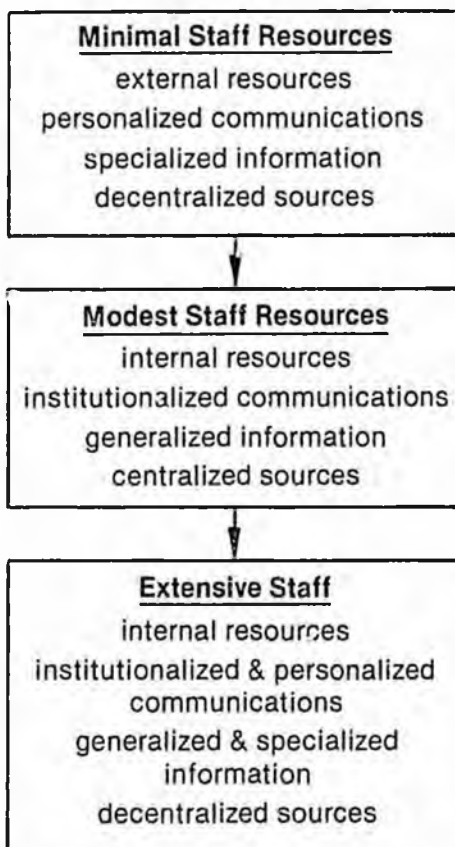
ishing. Moreover, interest in professional associations is on the rise, and legislative staff directors are paying more and more attention to concepts such as career ladders, professional development and job enrichment.

All five trends overlap and converge. Legislatures with little or no independent staff depend heavily on external information sources—lobbyists, university faculty and constituents. The pattern of communication is informal and personal rather than institutional in nature. These information sources are understandably fragmented and have specialized concerns.

Legislatures with modest resources tend to organize their staff in central agencies which serve the entire institution. There is usually minimal personal staff. The central agencies tend to be composed of generalists.

In legislatures with extensive staff, the services become more specialized and decentralized. The personal staff needs of members are met in addition to institutional services. In short, the more developed legislature combines the information resources and communication patterns of earlier phases of staff development. The following illustration shows the evolution of information sources and communications in state legislatures.

LEGISLATIVE DEVELOPMENT TRENDS



The Patterns of Development

While most state legislatures are affected by the growth trends described earlier, the trends manifest themselves in very different ways. For example, the term "decentralized" can be applied to many states, but by itself, the adjective says very little about staffing patterns. To say that a legislature has committee staff describes only the clientele of certain staff services; it gives little information about the different ways in which committee staff are hired and supervised. Another example is the role of partisan staff which differs greatly from state to state. Simple labels of "partisan" and "nonpartisan" may be misleading and do not always describe a certain set of tasks or institutional conditions.

To get a better understanding of staffing configurations, it is helpful to look at selected questions of legislative organization and to describe the most common patterns among the states. Some of the most basic questions include:

- What are the mechanisms for legislator control over management policies and for coordination of staff on a day-to-day basis?
- What role do partisan staff play in legislative operations?
- How are committee staff resources organized and managed?
- What personal staff services are available to members?

1. What are the mechanisms for legislator control over management policies and for coordination of staff on a day-to-day basis?

Legislator control of management and personnel policies is essential. Fundamentally, management policies are set by legislative leaders or their designees, but policies may be established cooperatively or independently. Implementation of staff policies is usually delegated to one or more senior staff members or to committee chairmen.

In most states, the presiding officers, through their principal administrator, are responsible for management policies of chamber and session staff, but management policies are set by different arrangements for the balance of

the legislative staff. The most common arrangements for staff management are:

- A single joint legislative management committee or legislative council oversees policy coordination in the most centralized legislatures. An executive staff director may be broadly responsible for implementing staff policies, or the day-to-day management of staff may be delegated to two or more independent staff directors who report to the joint committee. (Examples: Connecticut, Kansas, South Dakota, Wisconsin.)
- A more fragmented system of staff management is used in other states with predominantly joint staff services. Several joint legislative committees are responsible for establishing and overseeing staff policies for separate functional agencies. In this arrangement, a staff director is hired by and is responsible to each committee. (Examples: Colorado, Montana, Oregon.)
- Individual House and Senate management committees are responsible for policy and administrative matters in states where few staff services are shared between the two chambers. Day-to-day staff management responsibilities may be delegated to committee chairmen or to House and Senate staff directors. (Examples: California, Missouri, Washington.)
- In some of the largest and most politically partisan states, the principal party leaders are directly responsible for personnel and management policy questions. The day-to-day supervision of staff is usually delegated to two or more chief staff advisors. Each party leader, in effect, directs their staff resources as a separate entity. (Examples: Michigan, New York, Pennsylvania.)

Table 3, on pages 52 and 53, illustrates the management structure of shared House and Senate services in each state. Table 4, on pages 54 through 59, indicates those staff services which are provided separately by the House and Senate and also identifies the primary person or officer who has responsibility for management.

2. What roles do partisan staff play in legislative operations?

All state legislatures have staff who are hired by partisan political leaders. It is important, however, to distinguish between personal choice in employment decisions and political purpose in work assignment. Session legislative employees who perform a variety of support and administrative functions are usually patronage workers but their jobs have little impact on the political policies and actions of the legislature. Other staff are hired to work on issues, legislation and public-relations matters of a partisan nature. Not including patronage employees, there are four general trends in the use of partisan staff in state legislatures:

- A number of states, because of one-party partisan dominance or because of very limited legislative sessions, have no partisan staff. (Examples: Arkansas, Alabama, North Dakota, Wyoming.)
- States with larger legislative staffs, longer sessions and slightly more competitive political parties often provide their legislative leaders with aides who are responsible for personal and administrative matters as well as some partisan projects. (Examples: Colorado, Kansas, New Hampshire.)
- Caucus staffs are employed in states with competitive political parties. The caucus staff may be assigned to a wide variety of research, constituent and press relations depending on what other staff resources are available to members. Caucus staffs usually supplement rather than supplant nonpartisan professionals. (Examples: Connecticut, Iowa, Ohio, Washington.)
- Virtually all staff are partisan in states that have highly competitive political climates and large legislative staffs. There are relatively few functions provided by nonpartisan personnel. Partisan identification is the overriding organizational characteristic of these states. (Examples: New York, Michigan, Pennsylvania.)

TABLE 3—JOINT LEGISLATIVE SERVICE AGENCIES STRUCTURE AND MAJOR SERVICES

States	Single Management Committee Single Staff Director 1	Single Management Committee Separate Agency Directors 2	Separate Committees Separate Agency Directors 3
Alabama	Legal, Management, Research		1) Fiscal 2) Audit
Alaska	Legal, Management, Research	1) Audit, Program Evaluation 2) Fiscal	
Arizona		1) Audit 2) Fiscal	1) Legal, Research
Arkansas	Fiscal, Legal, Management, Research		1) Audit 2) Program Evaluation
California			1) Audit, Program Evaluation 2) Fiscal 3) Legal
Colorado			1) Audit 2) Fiscal 3) Legal 4) Management, Research
Connecticut	Audit, Fiscal, Legal, Research Management, Program Evaluation		
Delaware		1) Legal, Management, Research 2) Audit, Fiscal	
Florida			1) Management 2) Audit
Georgia		1) Legal, Research 2) Fiscal 3) Management	
Hawaii	Legal, Management, Research		1) Audit, Fiscal
Idaho	Legal, Management, Research	1) Audit, Program Evaluation 2) Fiscal	
Illinois			1) Other Research or Oversight Commissions 2) Audit 3) Legal 4) Management, Research
Indiana	Fiscal, Legal, Management Program Evaluation, Research		1) Fiscal
Iowa		1) Legal, Management, Research 2) Fiscal 3) Audit, Program Evaluation	
Kansas		1) Fiscal, Research 2) Legal 3) Management	1) Audit
Kentucky	Fiscal, Legal, Management, Program Evaluation, Research		
Louisiana	Legal, Management, Research		1) Fiscal, Program Evaluation 2) Audit 3) Management
Maine	Fiscal, Legal, Management Research		
Maryland		1) Legal, Management, Research 2) Audit, Fiscal, Program Evaluation	1) Management
Massachusetts			1) Research, Management 2) Audit 3) Research 4) Management
Michigan	Legal, Management, Research		1) Audit 2) Other Research or Oversight Commissions
Minnesota			1) Legal 2) Audit, Program Evaluation 3) Other Research or Oversight Commissions
Mississippi			1) Audit, Fiscal, Program Evaluation 2) Fiscal 3) Research

- 1 Refers to legislative organizations in which several major staff services are provided under the auspices of a single legislative committee, council or management body with a principle staff director overseeing the administration and coordination of services
- 2 Refers to a staffing pattern in which two or more autonomously-operating staff agencies function under the general policy direction of a single, joint legislative committee or coordinating council. There is no executive staff director responsible for inter-office management
- 3 Refers to legislatures with two or more joint staff offices that function autonomously, are supervised by separate legislative committees, and are headed by independent staff directors

States	Single Management Committee Single Staff Director 1	Single Management Committee Separate Agency Directors 2	Separate Committees, Separate Agency Directors 3
Missouri			1) Legal, Research 2) Fiscal
Montana	Legal, Management, Research		1) Audit 2) Fiscal 3) Other Research or Oversight Commissions
Nebraska		1) Research 2) Audit, Fiscal, Program Evaluation 3) Management 4) Legal	
Nevada	Audit, Fiscal, Legal, Management, Research		
New Hampshire			1) Legal, Research 2) Audit, Fiscal
New Jersey	Audit, Fiscal, Legal, Management, Program Evaluation, Research		
New Mexico	Legal, Management, Research		1) Fiscal
New York			1) Legal 2) Program Evaluation 3) Other Research or Oversight Commissions
North Carolina	Fiscal, Legal, Management, Research		
North Dakota	Audit, Fiscal, Legal, Management, Research		
Ohio		1) Legal, Management, Program Evaluation, Research 2) Fiscal	1) Research
Oklahoma	Fiscal, Legal, Management, Research		
Oregon			1) Management, Research 2) Legal 3) Fiscal 4) Other Research, or Oversight Commissions
Pennsylvania			1) Legal 2) Management 3) Other Research or Oversight Commissions
Rhode Island			1) Audit, Management 2) Legal, Research
South Carolina			1) Legal 2) Audit
South Dakota	Fiscal, Legal, Management, Research		1) Audit
Tennessee		1) Legal 2) Management 3) Research 4) Program Evaluation	1) Fiscal 2) Audit
Texas	Legal, Management, Research		1) Fiscal, Program Evaluation 2) Audit
Utah		1) Audit 2) Fiscal 3) Legal 4) Research	
Vermont	Legal, Management, Research		1) Fiscal
Virginia	Legal, Management, Research	1) Program Evaluation 2) Audit	
Washington			1) Legal 2) Audit, Fiscal, Program Evaluation 3) Other Research or Oversight Commissions
West Virginia		1) Legal, Management, Research 2) Audit, Fiscal	1) Other Research or Oversight Commissions
Wisconsin		1) Legal, Research 2) Fiscal 3) Audit 4) Legal	1) Other Research or Oversight Commissions
Wyoming	Audit, Fiscal, Legal, Management, Research		

TABLE 4—ORGANIZATION OF SEPARATE HOUSE AND SENATE STAFF SERVICES ¹

HOUSE							
STATES	Personnel Authority	Session Services	Year-Round Admin.	Research	Fiscal	Legal	Caucus
AL	Chief Clerk	•					
AK	Rules Committee	•					
AZ	Speaker, Maj. Leader, Admin. Officer	•	•	•			
AR	Management Committee	•					
CA	Rules Committee	•	•	•			•
CO	Services Committee	•					•
CT	Leadership						•
DE	Admin. Committee, Leadership	•					•
FL	Speaker, Clerk	•	•			•	
GA	Speaker, Chief Clerk	•	•				
HI	Speaker, Min. Leader, Chief Clerk	•	•	•			•
ID	Attache Committee	•					
IL	Speaker, Min. Leader	•	•	•	•		•
IN	Speaker, Min. Leader, Patronage Committee	•	•				•
IA	Leadership, Chief Clerk	•	•				•
KS							
KY	Committee on Committees	•					
LA	Speaker	•	•				

1. The chart covers organizational authority and indicates the principle hiring/supervising authority. The chart includes only major staff services such as research and analysis, bill drafting and legal counsel, fiscal analysis, caucus research and press/public liaison, session management, and year-round administrative responsibilities. Not included in this chart are the chamber responsibilities, bill processing tasks, and security services associated with the offices of the chief clerk/secretary and sergeant-at-arms. All state legislatures have these offices and functions, though the duties and powers may vary somewhat. See the individual state profiles for further explanation and more detailed descriptions of staff services.

SENATE

STATES	Personnel Authority	Session Services	Year-Round Admin	Research	Fiscal	Legal	Caucus
AL	Secretary of the Senate	•					
AK	Rules Com. Chief	•					
AZ	President	•	•	•			
AR	Efficiency Committee	•					
CA	Rules Committee	•	•	•			•
CO	Services Committee	•					•
CT	Leadership						•
DE	Admin. Committee. Leadership	•					•
FL	President. Secretary of the Senate	•	•			•	
GA	Admin. Affairs Committee. Secretary of the Senate	•	•	•			
HI	President. Min. Leader. Chief Clerk	•	•	•			•
ID	Attache Committee	•					
IL	President. Min. Leader. Operations Committee	•	•	•	•		•
IN	President. Min. Leader. Appointments & Claims Committee	•	•				•
IA	Leadership. Secretary	•	•				•
KS							
KY	Committee on Committees	•					
LA	President	•	•				

ORGANIZATION OF SEPARATE HOUSE AND SENATE STAFF SERVICES ¹ (Continued)

HOUSE							
STATES	Personnel Authority	Session Services	Year-Round Admin	Research	Fiscal	Legal	Caucus
ME	Chief Clerk	•					
MD	Speaker	•	•				
MA	Speaker, Rules Committee	•	•		•	•	
MI	Speaker, Min. Leader, Fiscal Governing Board		•	•	•		•
MN	Leadership, Chief Clerk, Rules & Admin Committee	•	•	•			•
MS	Speaker, Management Committee	•	•			•	
MO	Speaker, Accounts Committee, Chief Clerk	•	•	•			
MT	Legis. Admin Committee	•					
NE	----- Unicameral -----						
NV							
NH	Speaker	•	•	•			
NJ	Speaker, Min. Leader	•	•				•
NM	Speaker, Printing & Supplies Committee, Chief Clerk	•					
NY	Speaker, Min. Leader.	•	•	•	•	•	•
NC							
ND	Employment Committee	•					

1. The chart covers organizational authority and indicates the principle hiring/supervising authority. The chart includes only major staff services such as research and analysis, bill drafting and legal counsel, fiscal analysis, caucus research and press/public liaison, session management, and year-round administrative responsibilities. Not included in this chart are the chamber responsibilities, bill processing tasks, and security services associated with the offices of the chief clerk/secretary and sergeant-at-arms. All state legislatures have these offices and functions, though the duties and powers may vary somewhat. See the individual state profiles for further explanation and more detailed descriptions of staff services.

SENATE

STATES	Personnel Authority	Session Services	Year-Round Admin	Research	Fiscal	Legal	Caucus
ME	Secretary	•					
MD	President	•	•				
MA	President. Rules Committee	•	•		•	•	
MI	Business Committee, Party Caucuses, Fiscal Governing Board		•	•	•		•
MN	Leadership, Chief Clerk, Rules & Admin Committee	•	•	•		•	•
MS	Lt. Governor, President Pro Tem, Legislative Services Committee	•	•			•	
MO	Accounts Committee	•	•	•			
MT	Legis Admin Committee	•					
NE	Executive Board	•	•	•	•	•	
NV							
NH	President	•					
NJ	President, Min. Leader	•	•				•
NM	President Pro Tem, Committee on Committees, Secretary	•					
NY	President Pro Tem, Min. Leader	•	•	•	•	•	•
NC							
ND	Employment Committee	•					

ORGANIZATION OF SEPARATE HOUSE AND SENATE STAFF SERVICES¹ (Continued)

HOUSE							
STATES	Personnel Authority	Session Services	Year-Round Admin	Research	Fiscal	Legal	Caucus
OH	Speaker, Executive Secretary						
OK	Admin. Committee, Chief Clerk						
OR	Speaker, Chief Clerk						
PA	Speaker, Maj. Leader, Min. Leader, Chief Clerk		•	•	•		•
RI	Speaker	•			•		
SC	Speaker	•	•	•			
SD	Speaker	•					
TN	Speaker	•					
TX	Speaker, Admin Committee	•	•				
UT	Patronage Committee, Chief Clerk	•					
VT	Rules Committee, Chief Clerk	•					
VA	Speaker, Clerk	•	•				
WA	Employment Committee, Chief Clerk	•	•	•			•
WV	Speaker, Rules Committee, Clerk	•	•				
WI	Speaker, Assembly Organization Committee, Chief Clerk	•	•				•
WY	Speaker	•					

1. The chart covers organizational authority and indicates the principle hiring/supervising authority. The chart includes only major staff services such as research and analysis, bill drafting and legal counsel, fiscal analysis, caucus research and press/public liaison, session management, and year-round administrative responsibilities. Not included in this chart are the chamber responsibilities, bill processing tasks, and security services associated with the offices of the chief clerk/secretary and sergeant-at-arms. All state legislatures have these offices and functions, though the duties and powers may vary somewhat. See the individual state profiles for further explanation and more detailed descriptions of staff services.

SENATE

STATES	Personnel Authority	Session Services	Year-Round Admin	Research	Fiscal	Legal	Caucus
OH	President Pro Tem. Clerk						
OK	President Pro Tem. Administrator						
OR	President Secretary						
PA	President Pro Tem. Maj. Leader. Min. Leader. Chief Clerk		•	•	•		•
RI	Maj. Leader	•					
SC	Operations & Management Committee. Clerk	•	•	•			
SD	Maj. Leader	•					
TN	Speaker	•					
TX	Admin. Committee. Secretary	•	•				
UT	Patronage Committee. Secretary	•					
VT	Rules Committee. Secretary	•					
VA	Maj. Leader. Clerk	•	•				
WA	Facilities & Operations Committee. Secretary	•	•	•			•
WV	President, Clerk	•	•				
WI	President Pro Tem. Senate Organization Committee. Chief Clerk	•	•				•
WY	President	•					

3. How are committee staff resources organized and managed?

Perhaps one of the most significant trends in recent years has been the development of greater professional staff support for legislative committees. As Table 5 shows, committee assistance is provided in all but a handful of states. That committee support has taken several forms:

- In some states with large complements of legislative staff, committee chairmen have been authorized to hire and supervise professional and support staff. While some measure of central policy control may be exercised, the basic personnel decisions of hiring, firing and assigning tasks rest with the chairman. (Examples: California, Florida, New York, Texas.)
- The most centralized form of committee staffing exists primarily in states with modest or limited staff resources. Usually the central research agency director hires and assigns the committee staff to work with specific committees. A committee chairman has supervisory responsibilities, but no role in the selection and employment of staff. Some states using this arrangement also have subject-matter teams assigned to work with various committees. (Examples: Maine, Ohio, Utah.)
- Some legislatures use a committee staffing pattern that is based on shared personnel responsibilities. The committee chairman in cooperation with the leadership and a staff coordinator select staff. Supervision is exercised principally by the chairman with additional assignments made by the staff coordinator. The staff coordinator may be a caucus director or the head of a nonpartisan or bipartisan research agency. (Examples: Illinois, Louisiana, Washington.)
- Legislatures with very limited staff resources provide committee assistance on request only. Staff may be assigned from a central agency or legislative council as the need for and availability of staff coincide. Most research assistance is provided for interim committees. (Examples: Idaho, Montana, Wyoming.)

**TABLE 5—STANDING COMMITTEE STAFFING PATTERNS
IN STATE LEGISLATURES**

STATES	Function of the Secretary of State		COMMITTEES			HIRING AUTHORITY	SUPERVISION	PROFESSIONALS PER COMMITTEES	
	Full Time	Part Time	Money	Major	All			Man	Money
AL		•		•		Central Agency Director with Chairman	Chairman		34
AK		•			•	1) Central Agency Director—SO 2) Chair with Rules Committee—SO	1) Central Agency Director 2) Chairman	2	34
AZ	•				•	Leadership	1) House Staff Director 2) Senate Chair & Staff Coordinator	1	4
AR	•			•		Central Agency Director	Central Agency Director	1	4
CA	•			•	•	Chair with Rules Committee	Chairman	14	5-10
CO	•			•	•	Central Agency Director	Central Agency Director	1	10
CY	•			•	•	Central Agency Director	Central Agency Director	1	48
DE	•			•	•	Central Agency Director	Central Agency Director	1	23
FL	•			•	•	Leadership with Chair	Chairman	15	11
GA	•			•	•	1) House Chair 2) Senate Rules Committee	1) House Chairman 2) Senate Staff Coordinator	1	5
HI	•	•			•	Chairman	Chairman	12	23
IA	•			•	•	Leadership	Chair with Caucus Director	48	10-14
IN	•			•	•	Central Agency Director	Central Agency Director	1	4
IO	•			•	•	Central Agency Director	Central Agency Director	1	23
KS	•			•	•	Central Agency Director	Central Agency Director	2	4
KY	•			•	•	Central Agency Director	Central Agency Director	1	2
LA	•			•	•	Chair with Legislative Council	Chairman	1	4
ME	•			•	•	Central Agency Director	Central Agency Director	1	2
MD		•		•	•	1) Central Agency Director 2) Presiding Officers—SO	1) Central Agency Director 2) Presiding Officers	12	18
MA	•			•	•	Rules Committee with Central Agency Director	Central Agency Director	2	10-22
MI	•			•	•	Chairman	Chairman	19	25-27
MI*	•			•	•	1) House & Senate Agency Directors 2) Chairman	1) House & Senate Agency Directors 2) Chairman	23	7-10
MS	•			•	•	Central Agency Director	Central Agency Director		
MO	•			•	•	Leadership with Chair	Chairman		45
MT						1) Central Agency Director 2) Chairman	1) Central Agency Director 2) Chairman	13	16
NE	•			•	•	1) House Speaker—Sessional Interest 2) Senate President	Chairman	1	1
NE*	•	•		•	•	Central Agency Director	Central Agency Director	23	59
NH	•			•	•	Central Agency Director	Central Agency Director		34
NY	•	•		•	•	Chairman	Chairman	2-10	30-35
NC	•			•	•	Central Agency Director	Central Agency Director	1	1
ND	•	•		•	•	Central Agency Director	Central Agency Director	1	2
OH	•			•	•	Central Agency Director	Central Agency Director	24	5-6
OR	•			•	•	Central Agency Director	Central Agency Director	1	3
OR*	•	•		•	•	1) Fiscal Agency Director 2) Presiding Officer with Chair	1) Fiscal Agency Director 2) Chair	1	12
PA	•			•	•	1) Senate Chairman 2) House Leadership with Chair	Chairman	27	12-15
RI	•			•	•	1) Speaker with Finance Chair 2) Chairman	Chairman	1	3
SC	•			•	•	Chairman	Chairman	1	1
SD	•			•	•	Central Agency Director	Central Agency Director	1	23
TX	•			•	•	1) Fiscal Agency Director 2) Senate Speaker	Chairman	1	3-4
TX*	•	•		•	•	1) Chairman 2) Fiscal Agency Director	1) Chairman 2) Fiscal Agency Director	1-15	16
UT	•			•	•	Central Agency Director	Central Agency Director	1	6
VT	•			•	•	Central Agency Director	Central Agency Director	1	2
VA	•			•	•	1) Central Agency Director 2) House Fiscal Director	1) Central Agency Director 2) House Fiscal Director	1	6
WA	•			•	•	Leadership Committee with Chair	Chair with House or Senate Agency Director		
WV	•			•	•	1) Fiscal Agency Director 2) Leadership—SO	1) Fiscal Agency Director 2) Chairman	14	10
WI	•			•	•	1) Central Agency Director 2) Assembly Clerk-Senate Chairman	1) Central Agency Director 2) Chairman	2	10
WY									

4. What personal staff services are available to members?

All state legislatures provide at least nominal clerical support for legislative members during the legislative session. Where staff resources are limited, stenographic pools are utilized. In many states, however, the trend is toward increased personal staff—both clerical and professional, district and capitol offices—whom the legislator selects and supervises. Different administrative arrangements are used in providing personal staff for members:

- Session secretaries are hired for all members in many states. Typically, session employees are hired by an administrative officer and assigned to a member. The legislator may recommend a job candidate or refuse an assigned employee; however, the lawmaker's role in the personnel process is limited. (Examples: Alaska, Kansas, North Carolina.)
- Some states allow members to hire personal staff based on certain assigned positions and established salary levels. The member has sole responsibility for selection of staff, but the number, qualifications and salaries generally are set uniformly for all members. (Examples: California, Massachusetts, Iowa, Nebraska.)
- Those states with the largest number of personal staff tend to use a system of staff allowances for members. Under this arrangement, a member is allocated a certain amount of funds to be utilized for staff services. The number of positions, the assignment of duties, the required qualifications and the salary levels are all determined by the member. (Examples: Illinois, New York, Texas, Virginia.)

Table 6 shows the availability of professional and support staff for state legislatures.

TABLE 6—PERSONAL STAFF SERVICES FOR LEGISLATORS

	Presiding Officers		Other Leaders		Members Senate		Members House		Steno Pool	District Offices	Caucus Staff
	Prof.	Sup.	Prof.	Sup.	Prof.	Sup.	Prof.	Sup.			
ALABAMA	F	FS							S		
ALASKA	FS	FS	F	FS		S		S			
ARIZONA	FS	F	F	F		S		S	F		•
ARKANSAS	F	F							F		
CALIFORNIA	F	F	F	F	F	F	F	F	F	•	•
COLORADO		F		F					S		•
CONNECTICUT	F	F	F	F					F		•
DELAWARE	S	F	S	F					S		•
FLORIDA	F	F	F	F	F	F		F		•	
GEORGIA	F	F	S	S					F		
HAWAII	F	F	S	S	S	S		F		•	•
IDAHO		F							S		
ILLINOIS	F	F	F	F		F		F		•	•
INDIANA	F	F	F	F					F		•
IOWA	F	FS		FS		S		S			•
KANSAS	F	F	F	F		S		S			
KENTUCKY	F	F	F	F					S		
LOUISIANA	F	F			S	F			S	•	
MAINE	FS	F	FS	F					S		
MARYLAND	F	F	F	F		F			FS	•	
MASSACHUSETTS	F	F	F	F	F	F		F		•	
MICHIGAN	F	F	F	F	F	F		F			•
MINNESOTA	F	F	F	F		S		S			•
MISSISSIPPI		F							F		
MISSOURI	F	F	F	F		F		S			
MONTANA	S	S	S	S					S		
NEBRASKA	F	F			F	F		Unicameral			
NEVADA		S		S					S		
NEW HAMPSHIRE	F	F	F	F					FS		
NEW JERSEY	F	F	F	F	F	F	F	F		•	•
NEW MEXICO		F		S		S		S			
NEW YORK	FS	FS	FS	FS	FS	FS	FS	FS		•	•
NORTH CAROLINA	FS	F		F		S		S			
NORTH DAKOTA		S		S					S		
OHIO	F	F	F	F	F	F		F			•
OKLAHOMA	F	F		F		S		S			
OREGON	F	FS	F	FS	S	S	S	S			•
PENNSYLVANIA	F	F	F	F	F	F		F		•	•
RHODE ISLAND	F	F	F	F					S		
SOUTH CAROLINA	F	F		F		F			F		
SOUTH DAKOTA		S		S					S		
TENNESSEE	F	F	F	F		F		F			
TEXAS	FS	FS			FS	FS	FS	FS		•	
UTAH		F		S					F		
VERMONT		F							F		
VIRGINIA	F	F	F	FS		F		F			
WASHINGTON	F	F	F	F		F		S			•
WEST VIRGINIA	F	F	S	S					F		
WISCONSIN	F	F	F	F	F	F		F		•	•
WYOMING		S							S		

Key: F = full-time or year-round staff
 S = session only staff
 FS = full-time and session staff available

The organization of legislative management responsibility, the provision of committee assistance and personal staff services, and the role of partisan staff are all important elements in legislative staffing configurations. The variations, however, are numerous and the possible combinations of factors are compounded as more aspects of legislative staffing are considered. The 11 predominant staffing patterns illustrate the complete blend of structure and management of legislative resources. Legislative staffing does not occur in a vacuum, and external forces and traditions have an impact. As indicated earlier, the legislative staffing typologies were examined in light of a wide variety of institutional, political, historical and demographic criteria. These criteria are often more important to understand than the structural variations.

Conclusion

Legislatures evolve in response to a wide variety of conditions and factors. There is no one staffing pattern that will fit every legislature, and it would be foolhardy to suggest that there is one model that works best.

From the typologies, the impact of some factors seems more significant than others. Among the most important influences on staff development are:

- **the degree of political party competition.** Party competition gives rise to caucus staffs and seems to be related to greater decentralization of staff management. States with one-party political dominance seem most comfortable with the legislative council structure.
- **the powers of legislative leaders.** Separate House and Senate staffing or large hierarchical partisan staffs could not exist without strong legislative leaders. States with predominantly joint staff agencies and limited staff resources also tend to have fewer powers vested in the principal legislative leaders.
- **regional influences and demographic makeup.** Neighboring states frequently share common organizational features. Densely populated states are more likely to provide staff resources for individual members. Large, rural western states have developed their distinct type of central staffing structure.
- **political traditions and historical conditions.** Perhaps the most important influence is political heritage. Partisan competition, leadership powers and urbanization suggest that Ohio and Wisconsin should more closely resemble staffing patterns in New York or Pennsylvania. However, the midwestern states have strong roots in the Progressive era and the eastern states share a tradition of big city, club house politics. One strong legislative leader, an era of unique state development or historical circumstances help to shape legislative organization.

The relationship between legislative organization and the factors noted above is not always clear. Is legislative structure dictated by partisan balance or does organization precipitate party competition? Which factors are casual?

Short of definitive answers, the typologies illustrate the intricate weave of political, historical and institutional factors that characterize state legislatures. For example, the Ohio Legislative Service Commission and the Kentucky Legislative Research Commission were created by almost identical statutes, yet their operations differ substantially because of state political climate and institutional strengths of the legislature.

It is not enough to describe the differences and similarities between state legislatures. While an understanding of legislative development is useful, the information only sets the stage for more critical questions. After a dramatic period of growth, legislators and legislative staff would do well to begin the process of evaluation, looking carefully at the changes and weighing judiciously the future.

How well do legislative staffing patterns serve the needs of the public and legislators? How can staff agencies improve their performance? Can legislative organization be streamlined or rationalized? How can staff services be made more effective and efficient while preserving the special characteristics of each institution? For developing legislatures, what patterns make the most sense? For larger states, are changes and modifications needed?

Sometimes it appears that state legislatures work in spite of their structure and organization. And there is subtle resistance to change because of an attitude: "If ain't broke, don't fix it." It is incumbent on legislators however, to take an interest in the institution, to evaluate staff performance and structure and to demand change when necessary.

State legislatures are bodies charged with the formulation of public policy, and effective public service requires organizational strength and excellence. Too often, narrow parochial objectives take precedence over the basic democratic processes. Public policy goals, no matter how sharply they diverge, are all best served when the legislative institution and its staff operate openly and effectively.

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National Conference of State Legislatures

Earl S. Mackey, Executive Director

Headquarters Office
1405 Curtis, Suite 2300
Denver, Colorado 80202
303/623-6600

Office of State-Federal Relations
444 North Capitol Street, N.W.
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National Conference of
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Legislative Staff Services

A large, bold, white number '50' is centered within a black rectangular background. The number is rendered in a clean, sans-serif font.

State Profiles

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The National Conference of State Legislatures

is designed to help lawmakers and their staffs meet the challenge of today's complex federal system.

Located in Denver, Colorado, with an Office of State-Federal Relations in Washington, D.C., NCSL is the official representative of the country's 7,500 legislators and their staffs. It is funded by the states and governed by a 43-member Executive Committee.

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LEGISLATIVE STAFF SERVICES

50 STATE PROFILES ^{Property of State of Alaska}
_{Senate Advisory Council}

by

Alice Anneberg
Senior Research Analyst

and

Lucinda Simon
Program Director for
Legislative Management

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The individual staff services profiles are listed alphabetically by state.

The following report of staff services in the 50 state legislatures was originally compiled during 1978 and updated in 1981 as part of the National Conference of State Legislatures' Legislative Development Project. The profiles are also accessible through NCSL's Legislative Information System. The NCSL plans to revise the staffing profiles periodically and welcomes additional information from the states. An analysis of predominant legislative staffing patterns is also available in a publication entitled, "A Legislator's Guide to Staff Patterns." For additional information, contact Lucinda Simon or Alice Anneberg in the Denver office of the National Conference of State Legislatures.

ALABAMA

Staff Services Profile

GENERAL:

Most staff services are nonpartisan, centrally organized and jointly operated by the House and Senate. Central agencies, however, function independently from one another and under the general supervision of different legislative committees. Agency directors, the Clerk of the House and the secretary of the Senate are principally responsible for hiring, supervision and personnel policy. The clerk and secretary have almost totally unrestricted authority to determine management and personnel matters for the largest number of employees.

SHARED HOUSE/SENATE SERVICES:

Legislative Reference Bureau--The agency is supervised by the Legislative Council and provides general research, bill drafting, library, computer and some codification services. Responsibilities for codification are shared with the Alabama Law Institute, University of Alabama Law School.

Legislative Fiscal Office--Supervised by the Joint Fiscal Committee, the staff provides general fiscal research and prepares fiscal notes. The two assistant directors of the office are assigned to one house or the other and are hired with the consent of the chairmen of the House and Senate money committees. The remaining staff have no single house assignment but are assigned to specific agency budgets.

Department of Legislative Examiners of Public Accounts--The staff is supervised by the Committee on Public Accounts and conducts audits of all state and county agencies for financial compliance and management procedures. As the largest legislative agency, the staff is composed almost exclusively of accountants.

HOUSE:

Chief Clerk of the House--The clerk is responsible for all hiring and supervising of full-time and sessional employees including leaders' secretaries, chamber staff, messengers, clerical help, calendar and journal staff, and security personnel. The clerk is elected by the full House and may hold the position for life after his/her third election. The House by resolution determines the maximum number of employees and salary ranges, but the clerk has complete discretion within those guidelines.

SENATE:

Secretary of the Senate--Same functions and powers as the House clerk. Like the clerk, the secretary may continue in the post indefinitely after his/her third election.

COMMITTEE SERVICES:

In addition to the House and Senate fiscal officers, the House Ways and Means chairman is provided with an administrative assistant during the session.

MEMBERS' PERSONAL STAFF:

Stenographic services are provided by a secretarial pool during the session only.

LEADERSHIP STAFF:

The House speaker and lieutenant governor, as presiding officers of each chamber, have a full-time legislative aide and year-round secretarial help. Other legislative leaders have session secretaries.

ALASKA

Staff Services Profile

GENERAL:

Most year-round staff services in the Alaska legislature are nonpartisan and organized under the direction of one of two joint legislative policy committees: the Legislative Council and the Legislative Budget and Audit Committee. Personnel policies and hiring practices are at the direction of the agency heads and generally follow standard state practices. Session staff including chamber, member and committee employees are hired by the House and Senate Rules Committees which jointly set per diem salaries.

SHARED HOUSE/SENATE SERVICES:

Legislative Affairs Agency--Under the auspices of the Legislative Council and headed by an executive director, the agency consists of three divisions: legal services, public services and administrative services. Nonpartisan staff are assigned to legal research, bill drafting and review of administrative rules. The administrative division is responsible for payroll, accounting, data processing, equipment and supplies. Public services directs 19 statewide information offices and teleconference centers. Within the agency is the reference library.

Division of Finance--Supervised by the Legislative Budget and Audit Committee, the staff does budget analysis, prepares budgetary recommendations, conducts fiscal studies, and staffs the House and Senate Finance Committees.

Division of Legislative Audit--The audit staff is responsible for post audit, financial compliance monitoring and some program evaluation under the sunset law. Though supervised by the Legislative Budget and Audit Committee, the division operates independently from the Division of Finance.

Legislative Ombudsman--The smallest of the central professional legislative offices, the ombudsman is responsible for investigating and processing constituent complaints and handling other areas of government /citizen relations.

HOUSE:

Rules Committee--The committee oversees the employment of all session staff including the chief clerk, sergeants-at-arms, members' secretaries, and committee aides. The committee has responsibility for screening applicants and setting per diem salaries. Session staff are considered patronage employees.

Chief Clerk of the House--On the nomination of the Rules Committee, the clerk is elected by the House membership and serves during the session only. The clerk's staff is responsible for calendars, journals, bill processing, record keeping, and engrossing.

House Research Agency--Established in 1979, the agency is a permanent, nonpartisan support arm for House members. The agency's director and a governing committee composed of the speaker, minority leader, and the ranking House member of the Legislative Council sets policy. The agency provides short-term analysis as well as longer-term research projects authorized by the governing committee. Research support to legislative committee and personal staff is also provided.

SENATE:

Rules Committee--The Senate committee has the same duties and functions as the House Rules Committee.

Secretary of the Senate--Nominated by the Rules Committee and elected by the full Senate, the secretary is a sessional officer with the same duties and responsibilities as the House clerk.

COMMITTEE SERVICES:

Hiring of committee staff is decided by the Rules Committee of each house based on the recommendation of the chairman.

MEMBERS' PERSONAL STAFF:

Each senator and representative has a personal secretary during the session as authorized by the Rules Committees.

LEADERSHIP STAFF:

The presiding officers and ranking majority and minority leaders of both houses are permitted a full-time administrative assistant and a secretary. Additional leadership staff hired for the session is at the authorization of the Rules Committees and follows the committee's salary guidelines.

ARIZONA

Staff Services Profile

GENERAL

Most research and administrative services are organized by chamber. Central, shared services include only legal and fiscal research. Each agency sets personnel policies autonomously. The presiding officer officially is responsible for all hiring within the House and Senate. In the House, some hiring authority is delegated to another legislator who is appointed by the speaker to be administrative officer.

SHARED HOUSE/SENATE SERVICES:

Legislative Council--The council staff and director are responsible for legal research, bill drafting, codification, interim committee support, and some library services. The nonpartisan staff has no standing committee duties.

Joint Legislative Budget Committee--The committee oversees the operation of two autonomous divisions and appoints the director of finance and appropriations and the auditor general. The fiscal division staffs the money committees of both houses, prepares fiscal notes, conducts budget analyses, and assists with special projects. The 21-member staff is assigned to three areas: budget analysis and revenue forecasting. The auditor general's staff is responsible for post-audit, monitoring finances of state agencies, and, also some program evaluation.

HOUSE:

Office of Research--Supervised by the majority leader, the staff is assigned by subject area to research projects, legislation and program development. The staff responds to requests from all members, but is primarily responsible for developing majority programs. The session interns are coordinated through this office. The staff is officially hired by the speaker based on the majority leader's recommendation.

Administrative Officer--The administrative officer is in charge of the housekeeping and administrative support staff of the House. He does the hiring of most session staff with pro forma approval from the speaker.

Chief Clerk of the House--The clerk handles the production of calendars and journals and oversees bill processing tasks. The clerk is elected by the House members, and most staff are hired by the administrative officer.

SENATE:

Secretary of the Senate--Elected by the members, the secretary is responsible for preparation and printing of calendars and journals. The Senate accountant, who handles the payroll and xeroxing of short bills and analyses, is included in the secretary's office. (Longer documents are sent to an outside printer.) The security staff--sergeant-at-arms, doormen, and pages--are under the office's purview.

Senate President--The hiring and supervision of all chamber and administrative support staff is handled through the senate president's office. The presiding officer sets salaries and determines job duties.

Public Information Officer--The public information officer is responsible for preparing and publishing a weekly newsletter, and helps prepare press releases, news columns, and radio and television tapes. The officer is included on the majority staff, but provides services for all members.

Office of Research--The personnel of the office includes committee staff and legislative interns. The senate president technically serves as the hiring authority. Committee researchers have one committee assignment, and work is monitored by the staff coordinator and the chairmen. Staff prepare bill analyses, committee reports, issue briefs, research memoranda, and conduct major research projects and special interim projects. The staff does some drafting of bills and amendments, but all drafts must be reviewed by the legislative council. Staff also provides support to both party caucuses by presenting explanations of bills. The office also oversees the intern program. Sixteen interns hired for a five-month period are assigned to committees.

COMMITTEE SERVICES:

In addition to the House and Senate research staff, each committee has an intern assigned to it during the session. Chairmen all have personal secretaries.

MEMBERS' PERSONAL STAFF:

Representatives--Full-time secretarial support is shared by three to five members year-round. One secretary is assigned to work with two or three members during the session.

Senators--Each member has a full-time secretary during the session. During the interim, however, secretaries work one week and are off the next, and in effect there is one full-time secretary for every two senators. Each senator hires his or her own secretary. In addition, a legislative office has been established in Tucson to provide research assistance to Tucson senators.

LEADERSHIP STAFF:

The presiding officers and ranking majority and minority leaders have at least one professional and one support staff on a year-round basis. Legal counsel is also available on retainer, on a full-time basis or during the session only. In the House, the majority leader oversees the research staff, while the minority leader's office includes three researchers who assist all minority members.

In the Senate, the president's office includes a staff director and a rules attorney in addition to professional and secretarial positions noted above. During the session, an intern is assigned to the president's office and one to the minority leader's office for the sole purpose of tracking bills. All partisan policy research, formulation and analyses are done by the individual leadership staffs.

ARKANSAS

Staff Services Profile

GENERAL:

Most staff services are organized under one agency, with the exception of post-audit, performance evaluation and administrative services. The bureau director and presiding officers set personnel policy. Operations of each staff agency are nonpartisan and supervised by a different legislative committee.

SHARED HOUSE/SENATE SERVICES:

Bureau of Legislative Services--Supervised by the Legislative Council, the bureau includes three divisions: (1) legal and bill drafting, (2) research and committee staff, (3) budget, fiscal and personnel. Research analysts are assigned to an average of two committees; and the fiscal staff provides budget studies and staff analyses for the Joint Budget Committee. The personnel section monitors state classification policies and executive personnel decisions.

Division of Legislative Audit--Supervised by the Legislative Joint Auditing Committee, the division is the largest legislative staff. The office is responsible for auditing state agencies, city, county and school district budgets.

Joint Legislative Performance Review Committee--Established in 1977, the office has broad discretion to conduct program evaluations, to investigate government problems and to monitor the implementation of the sunset law. It is the smallest of the central staff agencies and is overseen by a six-member committee with equal representation from each house.

HOUSE:

House Management Committee--The committee which is appointed by the speaker has responsibility for hiring all session support, administrative and chambers staff. The chief clerk and speaker play the primary role in session employment decisions.

Chief Clerk of the House--The clerk is elected by the members and serves primarily during the session. The office is responsible for calendars, journals, voting records, messengers and security personnel.

SENATE:

Senate Efficiency Committee--Appointed by the Senate president, the committee functions much like the House Management Committee.

Secretary of the Senate--The secretary is selected by the Senate and oversees session operations including calendars, journals, bill processing, public information, security and pages.

COMMITTEE SERVICES:

Other than the bureau research staff, there is no committee staff support. The chairman of the Joint Budget Committee has a full-time secretary.

MEMBERS' PERSONAL STAFF:

A stenographic pool is available to members during the session only.

LEADERSHIP STAFF:

The presiding officers have one full-time professional and one support staff. Full-time public information officers are hired by the presiding officers but have responsibilities for press relations for the entire House or Senate.

CALIFORNIA

Staff Services Profile

GENERAL

The Rules Committees of the Assembly and Senate are the focal points for staffing policies and decisions. Fiscal, audit and bill drafting services are provided by three autonomous, joint agencies; and partisan and nonpartisan research staff and administrative services are technically under the purview of the Rules Committees. A significant number of staff are attached to the committee structure, and members are authorized to hire both capitol and district support and professional staff.

SHARED ASSEMBLY/SENATE SERVICES

Legislative Counsel Bureau--Though an independent agency, the counsel bureau works only for the legislature and serves as the official bill drafting arm. The counsel staff is responsible for legal research, preparation of legal opinions, litigation, statutory revision, indexing and data processing. All bill drafts must be submitted to the counsel bureau for review and final drafting, and the bureau furnishes the author with the draft legislation.

Office of Legislative Analyst--Supervised by the Joint Legislative Budget Committee, the legislative analyst oversees fiscal research activities for the legislature. Organized into seven subject matter teams ranging from five to eight professionals, the staff is responsible for reviewing the governor's budget, analyzing all bills referred to the money committees, preparing reports and memoranda on selected issues, and writing analyses of all ballot measures. The analyst's staff also investigates the operations of administrative agencies to appraise the implementation of state laws and to recommend means of improving their efficiency.

Office of Auditor General--Operating under the direction of the Joint Legislative Audit Committee, the audit staff is divided into two sections: fiscal and financial audits and performance audits. Audit teams are responsible for monitoring revenue sharing funds, conducting financial compliance reviews and evaluating agency procedures and effectiveness.

ASSEMBLY

Chief Clerk--Elected by the members, the clerk is responsible for chamber desk duties, calendars, journals, enrolling and engrossing. The clerk also acts as parliamentarian and supervises the printing and publication of Assembly documents.

Rules Committee--The Rules Committee is the policy setting and administrative arm of the Assembly. It also assigns bills to appropriate policy committees. The committee technically hires all

Assembly employees, and the rules staff handles all Assembly payroll and personnel functions. The committee determines staff allocations and salary levels for standing and select committees, for party caucuses, for the Office of Research and for all support units. With the exception of party caucus personnel who are selected by legislative leaders and district staff who are selected solely by each member, the committee must approve all employment and salary decisions. The immediate staff of the committee is responsible for personnel administration, training, in-house printing and reproduction services, purchasing, inventory control, financial management and accounting, supplies, district office accounts and publication sales. Other administrative services of the Assembly include data processing, a stenographic pool, messengers and a word processing center. The Assembly Rules Committee traditionally provides the staff to the Joint Rules Committee which handles administrative projects and services involving both chambers. These services include a nursing staff, tour guides, and security personnel.

Office of Research--The Office of Research is under the general direction of the Committee on Policy Research Management. The research staff provides spot and in-depth research services to both majority and minority members of the Assembly. The staff is organized in three broad subject matter teams: natural resources, business and economics, and human services. The staff prepares bill analyses on all bills voted on by the Assembly, conducts program reviews and provides research information to legislators. The office includes a reference library for members and staff. The office also is assigned to staff select committees. The Legislative Reference Service section answers members' short-term research requests.

Chief Sergeant-at-Arms--The sergeant is elected by the members and oversees security, maintenance, mail, messenger and distribution personnel. The sergeant's staff assists with scheduling and arranging out-of-town hearings and, when necessary, serves subpoenas on committee witnesses.

Majority Consultants--Hired and supervised primarily by the speaker and majority leader, the staff is assigned to monitor and track legislation in committee, prepare partisan analyses of issues and bills, develop party programs and legislative packages, prepare press releases, write speeches and other media-related assistance and provide constituent services.

Minority Consultants--Under the direct supervision of the minority leader, the minority consultants are responsible for developing partisan programs, analyzing legislation, monitoring committee actions and bill progress, and providing media and press services to minority members.

SENATE

Rules Committee--Like its Assembly counterpart, the Senate Rules Committee is responsible for personnel policy and administration. The day-to-day management decisions of the Senate are delegated to the committee's executive officer. The committee determines staff allocations to caucuses and committees and technically must approve all employment decisions. The rules staff provides data processing, public information, financial, personnel and administrative services. All other support services--messengers, stenographic, supply printing and research personnel--also report to the Rules Committee. The president pro tem chairs the five-member Rules Committee and the committee appoints committees and committee chairmen and assigns bills.

Office of Research--The research staff provides general and in-depth information services to all members. The research staff supplements committee staff when requested, answers member research requests, prepares bill analyses when requested, and reviews agency programs.

Secretary of the Senate--Elected by the members, the secretary is responsible for day-to-day functions of the Senate chambers, the production of calendars and journals, and the printing of Senate legislation and all official documents and stationery.

Sergeant-at-Arms--The sergeant is elected by the members and oversees security, maintenance, and audio-visual recording services.

Majority Caucus--The caucus staff is assigned to monitor legislation prepare analyses of bills on third reading, provide press services including releases, radio feeds and sample columns, and compile a cumulative report on session activities. The staff is hired and supervised by the caucus chairman.

Minority Caucus--The minority caucus prepares bill analyses on all legislation reaching floor debate. The staff is also assigned to press relations, special research projects and compilation of voting records and district demographic data. The caucus chairman hires and supervises the staff.

COMMITTEE SERVICES

With the determination of the Assembly and Senate Rules Committees, each chairman is authorized to hire professional and support staff to assist with research needs, hearing scheduling and logistics, oversight activities of agencies within the committee's jurisdiction, bill drafting and analysis, and constituent questions related to the committee's program area. Staff size varies with the work load of the committee. In the Senate, the number of committee consultants ranges from two to five, while Assembly committees are allowed to hire from one to ten research consultants. Subcommittees and select committees are also provided

with staff as determined by the Rules Committees. The Rules Committees must approve a chairman's staff selections and salary levels.

MEMBERS' PERSONAL STAFF

Each Assembly member is provided with two full-time clerical personnel, hired by the Rules Committee and assigned in the capitol. Members may select secretaries from personnel screened and approved by the Rules Committee. In the districts, each member may hire at least one secretary and an administrative assistant who handles constituent matters, district liaison and press relations. All members receive identical staffing allowances for their district offices and he or she has complete autonomy within the allowance in hiring district staff.

Senators are allowed to hire a capitol staff of one professional and three secretaries and a district office staff of two professionals and three secretaries. The personal staff is assigned to constituent casework, research, development of legislation, press relations and speech writing. Senators who represent multi-county districts are provided with an additional district coordinator.

LEADERSHIP STAFF

In the Assembly, 15 members are provided with additional staff based on leadership responsibilities. Leadership staff allocations range from one additional professional assistant for each member of the Rules Committee to 22 additional professional and support personnel for the speaker. Leadership staff is assigned to administrative duties, personal correspondence of the leader, liaison with other staff and executive agencies, press relations, legal counsel, and legislative affairs.

In addition to the two Senate caucus staffs, seven Senate leaders have additional professional or clerical staff. The members of the Rules Committee, including the president pro tem, are entitled to an additional administrative assistant. The party floor leaders are allowed to hire three additional professional aides or consultants plus secretarial support. Staff activities include program development, legislative research, liaison, press relations, and administrative support.

COLORADO

Staff Services Profile

GENERAL:

Staff services are provided primarily from four autonomous, nonpartisan agencies, serving both chambers. Each agency is supervised by a separate legislative committee, and there is no single coordinating body of legislators or staff. Directors informally follow state personnel policies.

SHARED HOUSE/SENATE SERVICES:

Legislative Council--The council provides staff for standing committees, conducts short and long-term research projects. One researcher is assigned to each committee. The council also provides library and administrative support services.

Committee on Legal Services--The office is responsible for legal research, bill drafting, codification, and related technical legal services. Computer and data processing services are also provided.

Joint Budget Committee--The committee is the primary budget making arm of the General Assembly. Staff members analyze the governor's budget, review fiscal notes, conduct budget studies in the interim and prepare the Legislature's proposed state budget.

Legislative Audit Committee--The staff conducts audits of state department finances and operations and monitors state agency budgets. The State Auditor is elected by the General Assembly for a five-year term and is responsible to the audit committee.

Colorado Legislative Evaluation and Analysis Resource (CLEAR)--Under contract with a private consulting firm, the General Assembly is currently developing a legislative information system, known as CLEAR. The system, which will at some point be operated by the legislature, will provide support services for research, fiscal and bill drafting operations.

HOUSE:

House Services Committee--The committee hires all session staff for the chambers and administrative services. Appointments are made on a patronage basis. The committee is also charged with recommending per diem salary rates for session staff. Salaries are in turn adopted by joint resolution of the General Assembly.

Chief Clerk of the House--Elected by the members, the clerk is responsible for calendars, journals, public information and voting records. The clerk also serves as parliamentarian and assists the House services committee with hiring session support staff.

SENATE:

Senate Services Committee--Legislators on the committee have the same duties as the House committee.

Secretary of the Senate--Like the House clerk, the secretary is responsible for traditional bill processing and recordkeeping tasks. The secretary is elected by the members and also serves as parliamentarian.

COMMITTEE SERVICES:

All committee research support is provided by the legislative council.

MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial services to members during the session.

LEADERSHIP STAFF:

Each leader has a full-time secretary and has the authority to hire one full-time administrative assistant for the party caucus. Each caucus in each house has a full-time caucus employee.

CONNECTICUT

Staff Services Profile

GENERAL:

Staff services are highly centralized with one legislative policy body overseeing staff operations. An executive director to the policy committee is responsible for central administration and personnel. Functional offices within this structure have flexibility in organizing and assigning staff. Traditionally, committees of the General Assembly operate jointly on all matters.

SHARED HOUSE/SENATE SERVICES:

Joint Committee on Legislative Management (JCLM)--The committee is the General Assembly's administrative arm with responsibility for setting policy for all staff operations. The JCLM is served by an executive director and an administrative staff to oversee and coordinate all staff services. The management staff is responsible for training, personnel, data processing, security, maintenance and internal finances for the General Assembly. Functional staff offices operating under the JCLM include:

Office of Legislative Research--The research staff is assigned to standing committees, provides general research support to members, and prepares bill summaries. Each committee is staffed by at least one analyst;

Office of Fiscal Analysis--The staff is assigned to the money committees to review and analyze the executive budget. The office prepares fiscal notes, estimates revenues, conducts tax studies and performs related budgetary research. During the interim, the staff assists with legislative oversight activities;

Office of Program Review and Investigations--As the staff for the Legislative Program Review and Investigations Committee, the office is responsible for monitoring agency operations for efficiency and effectiveness. The staff conducts performance evaluations, program audits and, when requested, formal legislative investigations;

Legislative Commissioners' Office--The staff serves as the official bill drafting arm of the General Assembly. The staff provides legal research and drafting services to members and committees. The office is also responsible for codification, statute indexing and publication of various legal reports. Though the staff is non-partisan, the office is headed by two part-time commissioners, one representing each political party;

Auditors of Public Accounts--though under the auspices of the JCLM, the audit staff is completely autonomous in its day-to-day operations. The JCLM must approve the annual budget and set staff salaries. Two state auditors, one representing each political party, are elected by the General Assembly and oversee the audit staff. The office studies state agency fiscal procedures and conducts financial compliance audits.

SEPARATE HOUSE/SENATE SERVICES:

Each caucus is provided with a lump sum allowance to hire partisan staff. The caucus staff serves at the pleasure of the leadership and is assigned to research projects, constituent services and media relations. Caucus staff are exempt from the JCLM's personnel policies regarding compensation and hiring, but are covered by all of its other personnel policies and regulations.

House Clerk and Senate Clerk--The clerks are responsible for chambers staff and the processing and printing of legislation. The clerks are elected by the membership in each chamber; however, the policies of the JCLM apply to the permanent staff in these offices.

MEMBERS' PERSONAL STAFF:

Members do not have any full-time personal staff; however, a stenographic pool is operated year-round.

LEADERSHIP STAFF:

The presiding officers, majority leaders and minority leaders all have a full-time secretary and one professional aide.

DELAWARE

Staff Services Profile

GENERAL:

Legislative staff services are centralized within one agency, with two fairly autonomous divisions providing fiscal and general research services. With the exception of partisan and sessional staff, legislative employees are part of the state merit system. As merit system employees, legislative personnel are subject to all recruitment, selection, classification, and compensation policies. Sessional employment policies allow all members to participate in the selection of session staff.

SHARED HOUSE/SENATE SERVICES:

Legislative Council--The council is composed of House and Senate leaders and has responsibility for nonpartisan staff operations. The council appoints two legislative staff directors: a director of research and the controller general, each of whom handles the day-to-day administration of staff services within one of the council divisions. The research division handles spot information requests, library services, and long-term studies. In 1979, the research division was expanded to include committee staff who are hired and supervised by the council but assigned to work with House or Senate standing committees. The fiscal division is responsible for budget studies and tax analyses. The fiscal staff provides assistance to the money committees and during the interim audits selected state agencies.

HOUSE:

Chief Clerk of the House--The chief clerk is elected by the majority caucus and serves during the session only. The clerk oversees the preparation and publication of the calendars and journals and provides public information services when the House is in session. The clerk also administers the messenger and security functions.

Caucus Staff--Each of the partisan caucuses has one or two aides who are assigned to work for lawmakers on partisan legislative programs, constituent matters, press relations, and related political activities. The caucus aides are selected by the legislative members in conjunction with the state political parties.

House Administrative Services Committee--The committee oversees the recruitment and employment of session staff. All session staff--secretarial, chamber, maintenance, security, and administrative personnel--are hired through an "attache system." Under this procedure, each member is authorized to select and nominate individuals for employment in specific legislative positions. Each

member is assigned a certain number and type of session jobs to fill, and the committee oversees the appointments and sets salaries.

SENATE:

Executive Secretary of the Senate--Appointed by the members of the Senate, the executive secretary serves during the session only and has the same duties and powers as the chief clerk.

Caucus Staff--As in the House, each caucus is assisted by one or two aides who are selected in cooperation with the state political parties.

Senate Administrative Services Committee--The Senate committee serves the same function as the House committee in overseeing the "attache system."

COMMITTEE SERVICES:

Through the council, committee staff are hired and assigned to assist the standing committees of both houses. The fiscal staff provides support and research assistance to the money committees, while the research division includes committee staffers who have three to five committee assignments each.

MEMBERS' PERSONAL STAFF:

Stenographic services are provided to members from a central pool during the session only.

LEADERSHIP STAFF:

The presiding officers and ranking minority members have full-time personal secretaries. Legal advisors are hired by the legislative leaders for each political caucus during the session only.

FLORIDA

Staff Services Profile

GENERAL:

Most staff services are based with the committees, and each chairman, with approval of the presiding officer, may select staff within budgetary limits. Personnel policies are set by the Joint Legislative Management Committee (JLMC) for all legislative staff. Within each chamber, the only services which are not decentralized are chambers staff, administrative support and bill drafting. The presiding officers are primarily responsible for personnel policies within each chamber. All employees must follow the personnel guidelines of the JLMC.

SHARED HOUSE/SENATE SERVICES:

Joint Legislative Management Committee (JLMC)--Composed of three members from each house, the JLMC oversees the promulgation of policies on personnel finances and purchasing for all legislative offices. Staff divisions of the JLMC include: administrative services, library services, statutory revision, legislative information and legislative systems and data processing. Staff services centralized within this office include payroll, purchasing, personnel record keeping, computer support, printing and other contracts, books and periodicals, statutory indexing and recodification. Staff are nonpartisan and subject to the supervision of division directors and the JLMC executive director.

Joint Administrative Procedures Committee--The committee's staff is responsible for review of proposed administrative rules and regulations. The committee determines the statutory authority of the rules and checks for compliance with legislative intent.

Joint Legislative Auditing Committee--Operating under the general direction of the committee, the auditor general and his staff conduct state and county financial and compliance audits. The auditor is appointed by a majority of the committee and may be removed only by a majority vote of both houses.

SENATE:

Secretary of the Senate--Elected by the members, the secretary's duties and functions include chambers support, printing, record keeping, lobbyist registration, enrolling and engrossing, bill flow, calendar, and journal responsibilities. The secretary oversees much of the hiring of session employees for the Senate. In addition, the secretary's office includes the Senate bill drafting and legal research staff. The secretary also has some responsibility for public information.

Sergeant-at-Arms--Responsible for physical facilities, maintenance, supplies, and security of the Senate, the sergeant is elected by the senators. The sergeant hires some session personnel.

HOUSE:

Clerk of the House--The clerk is responsible for chambers staff, enrolling and engrossing, calendars, journals, printing, record keeping, and other support services. Elected by the members, the clerk oversees hiring of most House session staff. Registration of lobbyists is handled by the clerk's office.

Sergeant-at-Arms--The sergeant is responsible for all physical facilities, equipment and security. The sergeant is appointed by the speaker.

Bill Drafting Services--Supervised by the House Administration Committee and the speaker, the staff is responsible for bill drafting and a limited amount of legal research as requested by committees and members.

COMMITTEE SERVICES:

Each standing committee is allocated a specific number of staff positions by the presiding officer of each house. (A House Administration Committee is appointed by the speaker to determine committee budgets and personnel in that body.) Staff allocations range from one to twelve professionals plus support staff. Committee chairmen must have the approval of the presiding officers on all employment decisions. Work assignments and substantive supervision come from the committee chair and the committee staff director. The presiding officers retain administrative control over personnel, and policies of the JLMC are followed by all committee staff.

MEMBERS' PERSONAL STAFF:

Senators are provided with a staff allowance that generally covers the employment of one full-time secretary and an administrative assistant. House members may hire a district secretary.

LEADERSHIP STAFF:

Personal staff for the presiding officers, minority leaders and majority leaders includes one or two clerical support plus as many as four professional staff. Though not considered personal staff, the Senate executive office comprises four clerical and two professionals and is supervised by the Senate president. Leadership staff assist with chamber and committee administration, press relations, research and legal affairs, as well as some constituent matters of the leaders.

GEORGIA

Staff Services Profile

GENERAL:

Legal services, budget analysis, research, and administrative support staff are generally shared by both the House and Senate. Additional research staff is provided from a central research staff in the Senate and by individual committee staff personnel in the House. Personnel policies are informal, and the presiding officers generally determine personnel practices and employment decisions.

SHARED HOUSE/SENATE SERVICES:

Legislative Services Committee--A statutory committee chaired by the House speaker, it is the overall policy committee for the legislative branch. It oversees the operation of three independent staff offices:

Office of Legislative Counsel--Staff perform various legislative services including bill drafting, research, statutory and code revision, rendering of opinions, legislative reference, and standing and interim committee staffing.

Office of Legislative Fiscal Officer--The office handles internal finances, accounting, and payroll for the legislature. It is also responsible for providing equipment, supplies, and maintenance management for the legislative branch.

Office of Legislative Budget Analyst--The office works primarily with the House and Senate Appropriations Committees and prepares the general appropriations bill each session. Staff responsibilities include analyses of the governor's proposed budget, fiscal and budgetary studies.

Department of Audits and Accounts--Although the state auditor is legally an executive branch officer, for budgetary purposes the department is considered a legislative office. Staff perform post-audit functions of state agencies, county boards of education, and conduct performance audits of state agencies.

HOUSE:

Clerk of the House--The clerk is elected by the membership and is charged with the traditional chamber duties, calendars, journals, and bill processing. The clerk also supervises the printing and record keeping tasks for the House. Along with the Secretary of the Senate, the clerk is a member of the Legislative Services Committee.

SENATE:

Secretary of the Senate--The functions and duties of the secretary are the same as the clerk of the House.

Senate Research Office--The research staff provides information services to individual members and committees. The staff answers members' research requests and assists committees with short-term studies. Staff members are employed by the Senate Administrative Affairs Committee and office operations are overseen by a research director.

COMMITTEE SERVICES:

Some House committees are authorized by the speaker to employ staff aides as well as clerical personnel. Generally, committee chairmen are responsible for employment decisions and personnel policies. House committees also receive research services from the Office of Legislative Counsel. Senate committees receive research services from the Senate Research Office and the Office of Legislative Counsel.

MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial services to members during the session and to a limited extent throughout the year.

LEADERSHIP STAFF:

The president of the senate (lieutenant governor) has a full-time staff of nearly twelve people. The house speaker has three full-time staff persons with the addition of aides during the session. Other officers of both houses have full-time clerical personnel with the addition of aides during the session.

HAWAII

Staff Services Profile

GENERAL:

The Hawaii legislature has both joint nonpartisan research staff and fairly extensive House and Senate partisan research personnel. Central staff agencies are responsible to the legislature as a whole and not to a single legislative committee. The legislature also depends heavily on session professional staff to provide committee services. The presiding officers of each chamber are the focal point for all employment and personnel policy, however the minority leader of each house is allowed free rein in hiring minority staff.

SHARED HOUSE/SENATE SERVICES:

Office of Legislative Reference Bureau--The bureau's operations are not supervised by a legislative committee, however both the House and Senate must approve the appointment of the director. The staff does bill drafting, legal research, statutory revision, research projects and in-depth studies. The office also operates a reference library and the legislature's computer and statutory retrieval system.

Office of the Legislative Auditor--The auditor is a constitutional officer responsible for program and agency audits. In addition to post-audit activities, the agency's legislative services section responds to legislator and committee research requests on fiscal or budgetary matters. On request, the audit office may staff the money committees of the House and Senate.

Office of the Ombudsman--The ombudsman's staff is the smallest of the central agencies. As a statutory office, the staff is responsible for investigating citizen complaints and handling public liaison activities.

HOUSE:

House Research Office--The research staff is hired by the speaker to provide staff support services to chairmen, standing committees, and minority members. The staff is also responsible for developing the majority party's legislative program. The office staffs interim committees and provides backup research support to session committee staff. Training and orientation for session staff are handled by the research office.

Minority Research Office--Hired by the minority leader, the staff answers research and constituent inquiries for minority legislators. Researchers are responsible for press relations and a limited amount of committee work.

Chief Clerk of the House--As the principal administrative officer of the House, the chief clerk is responsible for most session services including chambers support, record keeping, printing, bill and mail distribution. The chief clerk is elected by a majority of the House.

Sergeant-at-Arms--Elected by the House members, the sergeant is responsible for maintenance, security and supplies. Majority party members may nominate persons for employment within this office.

SENATE:

Senate Majority Office--Hired by the Senate president, the staff does research, bill drafting, and legal counseling for majority members. The office is responsible for developing the majority's legislative programs. The majority staff with the Senate chief clerk is responsible for training session employees.

Senate Minority Office--Hired by the minority leader, the staff provides legal, research and drafting services to minority members.

Chief Clerk of the Senate--Elected by the Senate members, the chief clerk has the same functions and responsibilities as the House clerk.

Sergeant-at-Arms--The sergeant is elected by a majority of the Senate and is responsible for maintenance, security and purchasing. Most employees of the office are patronage appointments.

COMMITTEE SERVICES:

In addition to the House and Senate partisan staff, each Senate chairman is allowed to hire at least two session researchers, and House chairmen may employ one professional and one support staffer for committee work. Partisan staff provide backup research assistance as needed. Session staff allocations and salaries are set by concurrent resolution at the beginning of the session.

MEMBERS' PERSONAL STAFF:

House members are allowed to hire a year-round, half-time aide to do constituent work in their districts. In addition, each House member gets a per diem allowance to hire staff during the session. Senators may employ one professional aide and a secretary during the session.

LEADERSHIP STAFF:

In addition to staff assistance from the partisan research offices, the presiding officers each have a full-time professional aide and at least two support staff. Other leaders receive additional per diem staff allowances during the session.

IDAHO

Staff Services Profile

GENERAL:

Legislative services are centralized under two joint legislative committees. Separate patronage committees handle the hiring of all session employees in each chamber. Though unclassified employees, permanent staff of the legislature generally follow the state personnel system.

SHARED HOUSE/SENATE SERVICES:

Legislative Council--Supervised by a joint committee of leaders, the council staff is responsible for general research, interim studies, bill drafting, library services and computer operations.

Legislative Auditor--Supervised and hired by the Joint Finance-Appropriations Committee, the auditor and his staff are responsible for post-audit activities and some performance evaluation studies of state agencies. The audit staff is the largest professional legislative office.

Legislative Fiscal Officer--Though also hired and responsible to the Joint Finance-Appropriations Committee, The fiscal staff is independent from the audit division. The fiscal staff is responsible for budget review, fiscal studies and staffing of the House and Senate money committees.

HOUSE:

House Attache Committee--The committee, with concurrence of the speaker, screens and hires all sessional staff including committee secretaries, chamber and administrative staff, security and maintenance personnel. Appointments are generally made on a patronage basis.

SENATE:

Senate Attache Committee--The committee has the same functions and powers as the House Attache Committee.

COMMITTEE SERVICES:

Each committee is provided with secretarial help during the session only. Interim committees generally are staffed by the Legislative Council, unless the committee is authorized other staff capabilities.

MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial help during the session only.

LEADERSHIP STAFF:

The House speaker and the Senate president pro tem are allowed to hire a year-round secretary.

ILLINOIS

Staff Services Profile

GENERAL:

The Illinois general assembly has a highly decentralized staffing arrangement with partisan research services in both chambers and with numerous bipartisan, independent research agencies. Upwards of 100 independent, single-subject commissions are currently in existence, but only a few are broad-based service agencies with any sizeable staff. Some single-issue commissions have no staff and draw on partisan analysts or service agency staff. Some commissions include public members. Each commission or service agency is autonomous in terms of operations and personnel policy. The commissions are generally appointed by the presiding officer of each chamber and the two minority leaders. The same four leaders determine hiring and personnel policies for their respective partisan staffs. Staff funds are divided equally between the majority and minority.

SHARED HOUSE/SENATE SERVICES:

(The major service agencies and larger legislative commissions are described below. A complete list of commissions is maintained by the Legislative Council).

Legislative Council -- With eight members appointed by each of the presiding officers, the council directs a research staff that responds to member requests for information. Most of the staff work is short-term or spot requests from members, but between sessions the staff is assigned to in-depth study projects. The council also oversees a large-scale printing operation that handles members' newsletters, committee and other legislative reports, calendars, LIS, stationery and other materials. The council staff, headed by the director, oversees the legislative internship program and plans the biennial new members' orientation conference and mans the capitol's public information booth. The council staff includes a science and technology research group.

Legislative Reference Bureau -- The oldest of the staff agencies, the reference bureau assists with bill drafting and legal research. The staff, under the direction of an executive secretary is responsible for publication of a weekly digest of legislative actions on bills and for a limited number of statutory revision projects. The bureau also maintains a reference library.

Joint Committee on Administrative Rules -- Created in 1977, the 16-member committee oversees the activities of the staff executive director and two operations groups: rules review section and compliance and monitoring section. An administrative division handles all record keeping and support activities. The staff reviews all proposed rules, maintains and updates existing rules, evaluates all agency rules on a five-year cycle and investigates

administrative rulemaking actions for compliance with legislative authority and intent.

Office of Auditor General -- Elected by the general assembly, the legislative auditor general is responsible for conducting financial compliance audits of state agencies and programs. Most audits are done on a contractual basis by private accounting firms. The audit staff is assigned to interim studies and management audit projects as directed by the audit commission or either house of the general assembly.

Economic and Fiscal Commission -- The commission staff is responsible for revenue estimates, economic development studies and planning, and special program evaluations and fiscal studies. The staff, headed by an executive director, reports monthly to the general assembly on revenues and expenditures.

Energy Resources Commission -- The commission, including legislators and lay members, is responsible for studying administrative procedures and planning activities of state energy agencies. The commission approves the expenditure of general obligation bonds for coal development projects. The staff is headed by an administrator.

Commission on Intergovernmental Cooperation -- A bipartisan commission composed of legislators and executive branch officials as ex officio members, it is responsible for a broad agenda of state, local and federal issues. Headed by an executive director, the staff is responsible for tracking the use of federal funds in Illinois, conducting program evaluations on the impact of federal funding, and maintaining liaison with other state and local officials and national organizations representing the state.

Legislative Audit Commission -- The commission is responsible for reviewing all audit reports submitted by the Office of Auditor General and making recommendations based on the reports. The commission staff is assigned to edit audit reports and assist the commission.

Legislative Information System Commission -- The commission directs the operation and maintenance of all data processing services. The staff and executive director provide computer services for accounting, bill status reporting, daily journals, appropriations and federal fund tracking, and bill drafting.

Legislative Investigating Commission -- As the investigatory arm of the general assembly, the commission staff is responsible for conducting studies as directed by resolutions of the legislature. The staff may be assigned to investigate allegations of conflicts of interest or accusations of malfeasance by public officers.

Legislative Advisory Committee on Public Aid -- The committee is responsible for advising the Department of Public Aid on matters relating to policy and administration of public assistance and

services. The committee also makes recommendations on appropriate statutory changes needed. The bipartisan committee has a staff which includes program investigators.

Transportation Study Commission -- Composed of lawmakers and lay members, the commission is charged with continuing study of state transportation needs. Under an executive director, the staff is assigned to analyzing fiscal needs of transportation agencies, planning for long-range projects and answering research requests for members and committees.

HOUSE:

Chief Clerk of the House -- The clerk is elected by the House members and oversees chamber functions, journal production, record keeping, enrolling and engrossing. With the operations director, the clerk jointly manages the pages and doorkeepers during the session.

Majority Staff Director -- The staff director is hired by and responsible to the speaker. The director is the chief administrative officer with responsibility for maintenance, personnel, financial management of members' expenses, payroll, and all clerical support. On the recommendations of a member, the operations staff tests and hires all secretaries. Support staff is hired on a bipartisan basis.

Majority Research Staff -- Headed by a director of research who is hired by and reports to the Speaker, the staff assists all standing committees and at least one analyst is assigned to each committee. Presently a separate majority appropriations staff is available for appropriations committees work. Staff members respond to research requests from all majority members as well as to committee work. Interns are used as backup staff.

Minority Staff -- The minority leader's administrative assistant also serves as staff director for the minority. The minority office includes committee, appropriations, and press staff. The minority leader hires all staff and determines salary and personnel policies. Interns are used with permanent staff to assist standing committees. The press staff prepares radio tapes, news releases, and other public announcements.

SENATE:

Secretary of the Senate -- Elected by the members, the secretary serves as the chief administrative officer of the Senate. The secretary's office handles personnel, payroll, maintenance, services, supplies, security, and financial affairs. The Senate Operations Commissions, composed of both parties leaders, serves as the policymaking body on administrative matters and support staff.

Majority Staff -- Hired and directed by the Senate president, the majority staff is assigned to assist standing committees and money committees. The staff is also assigned to member research requests, committee logistics, constituent requests, and press relations. At least one analyst or intern is assigned to each committee. The appropriations staff includes seven analysts. Media services include press releases, radio feeds, and speech writing.

Minority Staff -- The minority leader hires and supervises all minority staff. The staff director oversees the research personnel, press officers, appropriations staff, and support personnel. The research staff is assigned by committee and handles bill drafting, member research requests, constituent services, and general research tasks. The press staff is responsible for media relations and speech writing. The minority staff also includes full-time interns and may on occasion be assisted by contractual staff.

COMMITTEE SERVICES:

All standing committees utilize the services of the four partisan research staffs. Analysts are assigned to the chairman or minority spokesman and serve all members of their party. The minority and majority staff directors coordinate committee work with party leaders and ranking committee members. Committee support staff is provided by the Senate partisan offices and House operations director.

MEMBERS' PERSONAL STAFF:

Senators are provided with a full-time personal secretary in their capitol offices. Three representatives generally share full-time secretarial help in the capitol. House secretaries are hired by the majority staff director. In addition to capitol secretaries, members are provided with a \$17,000 district office allowance from which they may hire additional staff and pay for office expenses. Office allowances are administered by the management officers of each chamber. Most members hire a district secretary on a full- or part-time basis. Other members hire additional part-time staff.

LEADERSHIP STAFF:

Depending on the leader, staff services for the leadership may be integrated with other partisan staff. Appropriations are made directly to the Senate president, speaker, and two minority leaders, and the money may be used at the leader's discretion for caucus research staff, press officers, personal aides and support staff. All four leaders have Chicago offices with full-time and part-time staff. In general, the leadership staff provides personal assistance for the leader as well as administrative support, research, partisan policy development, press relations, and legal counsel.

INDIANA

Staff Services Profile

GENERAL:

Indiana provides its lawmakers with both partisan and nonpartisan staff services. Central House-Senate research staff is generally nonpartisan while all staff hired by the separate chambers is partisan. The speaker and the president pro tem officially control all hiring, salary setting and determine personnel levels in each chamber. The two minority leaders, the speaker and president pro tem principally direct and advise the executive director of the Legislative Services Agency on personnel matters.

SHARED HOUSE/SENATE SERVICES:

Legislative Services Agency--The agency, the largest professional staff office of the legislature, is organized into five offices: 1) bill drafting and research, 2) code revision, 3) fiscal and management analysis, 4) administrative code and Indiana Register, and 5) legislative information. The agency staffs committees both in the interim and the session, provides legal research, does all bill drafting and recodification, answers citizen inquiries and runs a library and information system. The fiscal staff is responsible for budget analysis and fiscal notes, while the management analysts conduct performance audits and sunset reviews. The office is responsible for editing and publishing administrative rules. An executive director is responsible for hiring and personnel policy.

Commission on State Tax and Financing Policy--This small specialized staff handles in-depth tax studies. The commission itself is composed of legislators and citizens.

HOUSE:

Majority Caucus--The caucus staff provides staff services to all majority House members and legislative leaders. The staff is organized in three functional divisions: research, constituent services and media. The research staff monitors committee work. During the session, the caucus hires university interns and assigns them to the three divisions. The speaker is responsible for hiring and salary setting.

Minority Caucus--The staff director of the caucus also serves as the chief aide to the minority leader. Caucus staff monitor committee work, and each staffer is assigned to respond to research requests and constituent problems of four or five minority members. During the session, interns are teamed with the caucus staff. The minority leader is allowed to hire the caucus staff but maximum salaries are set by the speaker.

Session Staff--All session employees are hired by either the minority or majority party. The number of positions allocated to each party and salary levels are determined by the speaker. Patronage committees for each party screen and hire persons for positions ranging from maintenance, security, chamber support, to administrative services. All full-time and session appointments, whether by the majority or minority, must be approved by party officials at the local and state level.

Principal Clerk of the House--Elected by the House, the clerk is responsible for calendars, the journal, bill processing, official records, bill status system, payrolls/bookkeeping, printing and the general operation of the House during both the session and interim.

SENATE:

Majority Caucus--The staff serves all leaders and majority senators. Staff is hired by the chairman of the Appointments and Claims Committee and serves under the secretary of the Senate. Staff services include constituent services, i.e. media relations, constituency, radio and press handling, research, etc.

Minority Caucus--The minority secretary of the Senate administers the minority staff which consists of secretaries, one full-time lawyer, a fiscal analyst and one or two caucus staff members. This staff serves in addition to a small sessional staff.

Session Staff--The Senate uses the same procedures as the House for hiring and screening session staff. The Appointments and Claims Committee determines the number and salaries of staff hired by the minority and majority sides.

Secretary of the Senate--Elected by the Senate, the secretary serves as chief administrative officer and purchasing agent. The secretary's immediate staff is responsible for the calendar, journal, record keeping and bill processing.

COMMITTEE SERVICES:

The Senate Finance Committee and the House Ways and Means Committee each have an analyst working on a full-time basis. The money committee staff is hired by the majority party. The House minority caucus staffs the Ways and Means Committee for minority members. During the session, all committees have secretarial assistance. Generally, other House committees rely on professional staff from the budget agency or Legislative Services Agency, while other Senate committees use Legislative Service Agency staff supplemented by caucus staff.

MEMBERS' PERSONAL STAFF:

During session, one secretary is shared by two senators while a stenographic pool is available to all members of the House. A sessional intern staff is directed by an intern director and each

intern serves two senators. In the interim, a few secretaries are available to the membership in both chambers.

LEADERSHIP STAFF:

Ranking party leaders in the Senate have their own secretary and a legislative intern. Members of the House leadership have their own secretaries.

IOWA

Staff Services Profile

GENERAL:

Research, legal and fiscal staff services generally are organized jointly under the Legislative Council and provided on a nonpartisan basis. The four council bureaus operate autonomously but cooperate on joint projects. Administrative support and partisan staff are provided by each chamber. The legislative leaders and the administration committee of each chamber control most hiring and personnel decisions affecting chamber and caucus staff.

SHARED HOUSE/SENATE SERVICES:

Legislative Service Bureau--Operating under the policies of the Legislative Council, the bureau is the largest of the nonpartisan offices. The bureau operates the reference library and computer system. Staff services include research, committee support, bill drafting and legal counsel. The bureau director makes employment and personnel decisions subject to review by the council. The bureau drafts legislation for the fiscal staff and assists with some recodification projects.

Legislative Fiscal Bureau--The staff is supervised directly by a subcommittee of the Legislative Council, and the director is independent from the other bureau directors. The staff is responsible for budget review, fiscal studies, revenue estimating, and economic forecasting. The bureau has a computer section as well. The House and Senate appropriations committees are staffed from this office.

Legislative Oversight Bureau--Established in 1978, the bureau is an independent staff division of the Legislative Council. The staff is responsible for program evaluation, auditing and monitoring of state programs and agencies.

Code Revision Bureau--Also an independent bureau of the council, the code revision staff is responsible for recodification and ongoing statutory review. The bureau was previously a division of the state supreme court.

HOUSE:

Partisan Caucuses--Both the majority and minority leadership are responsible for hiring caucus staff with pro forma approval by the House Administration Committee. Caucus researchers for both parties answer member requests, handle constituent complaints, handle some press relations, monitor some committees, principally research legislation, and produce member newsletters.

Chief Clerk of the House--As the chief administrative office of the House, the clerk is charged with record keeping, journals, payroll,

purchasing, housekeeping, providing public information and in-house computer operations. The clerk with the approval of the administration committee hires and supervises most session staff.

SENATE:

Partisan Caucuses--Senate majority and minority caucuses operate much like their House counterparts in terms of services and organization. The legislative leadership retains hiring and supervisory control over the staff.

Secretary of the Senate--The secretary has the same powers and duties as the House clerk. Along with the clerk, the secretary oversees joint services including maintenance, statutory indexing, mail distribution, and telephone communications. The secretary's office includes the sergeants-at-arms, doorkeepers, and clerical staff for records, purchasing, supplies and the bill room.

COMMITTEE SERVICES:

The House Appropriations Committee and the House Ways and Means Committee each have a full-time researcher and a secretary. The chairman hires the staff with approval of the majority leadership. Other committees are assisted as requested by the five-person research division and the 10 attorneys of the Legislative Services Bureau.

MEMBERS' PERSONAL STAFF:

During the session, each member is allowed to hire a clerk or secretary. Salaries are set at one of two levels according to the tested skills of the employee. The member is free to hire the person of his or her choice and record keeping is handled through the chief clerk or secretary of the Senate. A chairman's secretary serves as committee clerk and performs necessary tasks.

LEADERSHIP STAFF:

The presiding officers and ranking party floor leaders each have a full-time administrative assistant plus either year-round or sessional secretarial help.

KANSAS

Staff Services Profiles

GENERAL:

Most staff services are nonpartisan and jointly organized under the auspices of the Legislative Coordinating Council (LCC), a bipartisan leadership group. Four autonomous staff divisions operate under the LCC, while the legislative post-audit staff is supervised by a separate legislative committee. The LCC determines general personnel policies and salaries, though each staff director is free to hire employees and set office policies.

SHARED HOUSE/SENATE SERVICES:

Legislative Research Department -- The department staffs all interim and standing committees and provides administrative support as well as substantive research assistance to committees. Each analyst generally has one primary committee assignment as well as one or more secondary assignments. The staff members also respond to individual research requests and conduct short term and in-depth policy studies. The fiscal staff of the department is assigned to work with the money committees of both chambers to review the executive budget, conduct budget studies and review fiscal notes prepared by the executive branch.

Office of the Revisor of Statutes -- The revisor's staff serves as the official drafting arm of the legislature and provides legal research to members and committees. Each standing committee is staffed by a member of the revisor's office and one or more analysts from the research department. The revisor's office is also responsible for publishing and editing the Kansas statutes and the administrative rules. The legislature's computer system is maintained and operated by the office.

Legislative Administrative Services -- The administrative division is responsible for scheduling, purchasing, maintenance, session management, record keeping, session personnel, payroll and accounting services for the legislature. The administrative director does the recruitment and hiring of most session employees. The LCC determines pay levels and employment needs.

Office of the Legislative Counsel -- The smallest of the professional staff operations, the counsel is responsible for litigation, investigative proceedings involving the legislature, and other legal matters as assigned by the LCC.

Legislative Post-Audit Division -- The post-audit staff is the only division not under the policy supervision of the LCC. Although, as a matter of practice, the LCC does approve the division's budget. A joint, bipartisan committee appoints the post-auditor to a four-year term. The staff is responsible for auditing every state agency at least once every two years. The audit division also

conducts performance audits and management reviews of programs and departments.

SEPARATE HOUSE/SENATE SERVICES.

House chief clerk and secretary of the Senate -- Appointed by the presiding officers, the clerk and the secretary are responsible for staff services and support activities in the immediate chambers. Recruitment of personnel for the session is handled through the Legislative Administrative Services Office and follows the policies of the LCC.

COMMITTEE SERVICES:

Both legal counsel and research assistance are provided to each standing and interim committee by the revisor of statutes and the Legislative Research Department. Other research staff is available to committees on a backup basis.

MEMBERS' PERSONAL STAFF:

Each senator is provided with a personal secretary during the session and generally three House members will share a secretary while the legislature is in session.

LEADERSHIP STAFF:

The presiding officers and ranking minority and majority leaders of each chamber have a full-time staff of at least one professional and one secretary. Additional secretarial support is provided to House leaders. Leadership staff conduct partisan projects, monitor committees, do constituent work and assist the leader with other personal and legislative assignments.

KENTUCKY

Staff Services Profile

GENERAL:

Staff services in Kentucky are highly centralized under one policy setting and administrative body. Services are nonpartisan and under the auspices of a bipartisan commission of senators and representatives. Employment session staff is handled by the Committee on Committees of each house, which are chaired by the House speaker and the Senate president pro tem.

SHARED HOUSE/SENATE SERVICES:

Legislative Research Commission -- The commission is co-chaired by the speaker and the president pro tem and is responsible for overseeing all central staff operations. The staff services are headed by an executive director and organized in two general divisions. The commission staff provides general research assistance, staffs interim and standing committees, drafts all bills, conducts program evaluations and budget analyses, operates a library and the computer system, and is responsible for the internal finances and administrative functions of the general assembly. The staff is also charged with review and publication of administrative regulations and recodification of statutes. The Commission handles personnel and payroll for all legislative employees.

SEPARATE HOUSE/SENATE SERVICES:

The Senate and House Committee on Committees are authorized to hire all sessional staff for their respective chambers. Session employees generally are considered patronage appointments. The chief clerk of each house supervises chamber employees, clerical services, calendar, journal, bill processing and record keeping functions. Each chamber elects its chief clerk.

COMMITTEE SERVICES:

Staff of the LRC are assigned to standing and interim committees. During the session, university interns supplement the LRC staff and provide committee assistance.

MEMBERS' PERSONAL STAFF:

A stenographic pool is available to all members during the session only.

LEADERSHIP STAFF:

The presiding officers and ranking minority leaders each have at least one full-time professional and one year-round secretary. The House and Senate majority leaders share full-time professional research and clerical staff. Leadership staff conduct some research and constituent services.

LOUISIANA

Staff Services Profile

GENERAL:

Substantive research, legal and drafting services are handled by each house. Session staff performing services directly for the houses and chamber personnel are hired and supervised through the offices of the presiding officers.

SHARED HOUSE/SENATE SERVICES

Legislative Council--The council staff is governed by an 18-legislator committee representing the presiding officers and House and Senate members from each congressional district of the state. The council is supervised and administered by an executive director and assistant director. The council staff comprises one division, reference staff, which provides library and information services. As a result of recent reorganization measures, the Legislative Council is to be dissolved in 1981.

Office of the Legislative Auditor--The largest of the legislative staff offices, the auditor's staff is charged with the state's post-audit function, conducting periodic audits and monitoring the finances of all state agencies. The auditor is responsible to the legislature and works with the Legislative Audit Advisory Council to follow up audits that disclose irregularities. The auditor's office also prepares actuarial notes for retirement bills.

Legislative Fiscal Office--As the official fiscal advisor to the legislature, the fiscal officer is responsible for review and analysis of the executive budget and development of budgetary recommendations. The analysts work with the money committees, prepare fiscal notes, and do research related to the budget and appropriations process. They also do program evaluations for the Joint Legislative Oversight Committee. The staff provides support services to the Joint Legislative Committee on the Budget, which is a joint committee that works during the interim to examine state budget needs and to monitor budget changes.

Legislative Controller's Office--The smallest of the joint legislative offices, the controller handles the internal financial affairs of the House and Senate, including payroll, bookkeeping, and purchasing.

Legislative Bureau--The legislative bureau is composed of the Senate secretary, House clerk, council executive director, and one member of each house. It is staffed by attorneys and other personnel who work during the session only to review all bills for technical errors and constitutional conflicts and to suggest corrective amendments. The review is required after a bill has been reported by committee in the house of origin and again after

the committee report in the second chamber. The bureau is supervised by the assistant secretary of the Senate.

HOUSE

Clerk of the House--The clerk is the director of the four legislative service divisions of the House: legal affairs; fiscal affairs; government affairs; and commercial regulation. Each division has a coordinator who supervises daily activities. The clerk is elected by the House members for a four-year term and serves as the House parliamentarian. The responsibilities of the office include the journal, prefiling, enrolling and engrossing, bill processing tasks, committee scheduling, security, messengers, maintenance, record keeping, and management of the session staff of the House.

Administrative Services--Also under the directorship of the clerk of the House and headed by a supervisor and assistant supervisor, administrative service work includes prefiling and bill transmittal, docketing, typing, proofing and duplicating.

SENATE

Secretary of the Senate--The Senate secretary is responsible for the staff in the immediate chambers of the Senate and for all bill processing tasks, enrolling and engrossing, journal publication and printing. The secretary is also responsible for the Office of Senate Counsel, Office of Revisor of Statutes, Research Services, Administrative Services, and Computer Services.

Statutory Revision Advisory Committee--This Senate committee, appointed by the Senate president, advises the Office of Senate Counsel as to special projects to be undertaken and advises the Office of Revisor of Statutes relative to the continuous revision of the Louisiana revised statutes.

Senate Counsel--The Senate counsel serves as the governmental and legal counsel to the Senate and is responsible for out-of-state informational requests.

Revisor of Statutes--The revisor of statutes serves as the constitutional attorney to the Senate and is responsible for the continuous revision of the Louisiana revised statutes.

Research Services--Research services provides bill drafting, short-term and in-depth research services, reference library and information services, special projects and committee services. An administrator is responsible for overseeing staff work, distributing assignments, and coordinating efforts between staff personnel.

Administrative Services--Under the supervision of a coordinator, the office is responsible for clerical support staff, Senate

duplicating, bill files for Senate use, messenger and distribution tasks, as well as bill processing and enrolling and engrossing.

COMMITTEE SERVICES

In both houses, standing committees are assigned a research professional and a secretary. During the session, the Senate employs and assigns a clerk to certain committees to assist with clerical duties.

MEMBERS' PERSONAL STAFF

Each senator is authorized to hire a full-time district aide who is assigned to constituent work, support services, and limited research. Some senators use their district aide in Baton Rouge during sessions. During the session, senators have an aide, usually a law student, who assists with research analysis of legislation. During the session, members of the House utilize a central secretarial pool.

LEADERSHIP STAFF

The House speaker and committee chairmen and vice-chairmen have their own secretarial support. The Senate president has an administrative assistant, five or six stenographers, and two switchboard operators on his staff who handle most administrative affairs for the Senate. Also within the office is a public information officer who develops and implements the Senate's public information and public relations programs.

MAINE

Staff Services Profile

GENERAL:

Central staff services are organized under the direction of the Legislative Council which is staffed by a chief administrative officer. The five offices under the Legislative Council operate with varying degrees of autonomy. Committees traditionally function jointly in the Maine legislature.

SHARED HOUSE/SENATE SERVICES:

Legislative Council -- Composed of leaders of each chamber, the council sets policy and determines staff allocations for the various legislative offices. The legislative administrative director handles the internal fiscal affairs of the legislature and monitors staff budgets and operations. Operating under the council are:

Legislative Research Office - The staff does most bill drafting for the legislature as well as codification projects and a limited amount of legal research related to bill drafting or revision of statutes. The office has a budget separate from other agencies, though it still falls under the administrative aegis of the council.

Legislative Finance Office - As the budgetary and fiscal staff of the legislature, the office advises and takes direction from the Joint Committee on Appropriations and financial Affairs. The staff conducts tax studies, reviews the executive budget and does research projects on financial matters of the state.

Legislative Information Officer - The information office includes electronic data processing facilities, and public information services for the legislature including bill status.

Office of Legislative Assistants - The office is the chief source of research personnel for the joint committees. The staff is nonpartisan and each research analyst is assigned on an average to two committees. Legislative assistants also answer research requests from individual members. Staff members are hired by the office coordinator with the approval of the council and the administrative director. Staff draft legislation, amendments, and new drafts of bills from the joint standing committees.

Law and Legislative Reference Library - The library has a separate budget. The staff answers members' information requests and maintains research facilities and resources.

Department of Audit -- The only staff office not under the Legislative Council, the audit department is a legislative operation, though in actuality it operates independently from both the executive and legislative branches. The state auditor is elected by the legislature and required to report periodically to the lawmakers.

SEPARATE HOUSE/SENATE SERVICES:

The secretary of the senate and the chief clerk of the House generally hire most session support staff including security personnel, messengers, bill production and distribution staff and chamber assistants. The secretary and clerk are elected by the members of each chamber, but answer to the Legislative Council on hiring and personnel policies set by the council.

COMMITTEE SERVICES:

In addition to the research staff of the Office of Legislative Assistants, each joint committee is authorized to hire a committee assistant during the session. Committee assistants handle scheduling and administrative tasks for the committee. Some assistants are involved in research projects. The House and Senate chairmen have free rein in the hiring decision. If the co-chairmen cannot agree, the leadership hires the committee assistant.

MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial services to members during the session only.

LEADERSHIP STAFF:

The House and Senate presiding officers and the ranking majority and minority leaders are each authorized by statute to hire a professional staff assistant for the session. When the legislature is not in session, the Legislative Council must approve employment of leadership staff. The council also sets the salaries for these positions. In addition, each leader generally has a year-round secretary.

MARYLAND

Staff Services Profile

GENERAL:

The Legislative Policy Committee, co-chaired by the Senate president and the House speaker, provides broad general guidance and coordination for the operation of the general assembly's personnel. Professional staff services are provided by two joint agencies: the Department of Legislative Reference and the Department of Fiscal Services. Administrative support services are provided by the office of the assistant to the president and the speaker. Employment of session and chamber staff is at the direction of the president and speaker with salary levels and staff allocations detailed in the annual budget.

SHARED HOUSE/SENATE SERVICES:

Department of Legislative Reference--Established originally to serve the city of Baltimore in 1906, the legislative reference staff was transferred to the general assembly in 1965. The department director's designee serves as secretary to the Legislative Policy Committee. The department is composed of six divisions: administrative code revision, computer, library, science, and legislative. The legislative division is the largest, with responsibility for staffing joint and standing non-fiscal committees, drafting bills, researching short-term and some in-depth projects and preparing analyses of legislation. Some analysts have one major committee assignment, while others have drafting duties. Other divisions are responsible for statutory revision, public information, and electronic data processing. The department also services joint committees dealing with review of administrative rules and regulations, corrections studies, and ethics.

Department of Fiscal Services--Under the supervision of the Legislative Policy Committee and the Joint Budget and Audit Committee, the fiscal department is the largest of the joint staff agencies. Headed by a director, the department is composed of three divisions: budget review, fiscal research, and audits. The audit staff is headquartered in Baltimore and is responsible for analyzing financial practices of state agencies and auditing agency procedures. The budget and fiscal staffs assist the four House and Senate money committees, review the executive budget, prepare fiscal notes, monitor agency expenditures, report on the fiscal impact of enacted legislation, and prepare research studies on taxation and government organizations. The staff is also responsible for sunset evaluations of state agencies. Like the reference department, the fiscal office is also responsible for staffing joint committees including the Joint Committee on Budget and Audit, the Joint Committee on Management of Public Funds, the Joint Commission on Intergovernmental Cooperation, and the Joint Committee on Metropolitan Mass Transit.

Assistant to the Senate President and House Speaker--The assistant is appointed by both the speaker and the Senate president to coordinate administrative activities of the general assembly and to serve as liaison with administrative agencies of state government. The office is responsible for printing, services and supplies, maintenance, security, facilities, and distribution for the entire legislature. The assistant oversees members' interim accounts and House and Senate payrolls through the Legislative Accounting Office.

HOUSE:

Chief Clerk of the House--Appointed by the House, the clerk is responsible for the calendar, record keeping, bill processing, and chambers staff. Under the rules, the clerk is also responsible for maintaining a record of members' statements of business or contractual dealings with state agencies or officials. All employees of the clerk's office are recommended by the clerk and appointed by the speaker.

Legislative Study Group--Composed of members of the House of Delegates, the study group is an independent caucus of legislators interested in legislative improvement and modernization. The staff is hired with funds pooled from the members' interim allowances.

Delegation Staff--Five major metropolitan county delegations of House members are provided with clerical support during the session. The delegation chairman is authorized to hire a personal secretary and additional clerical help is hired for all delegation members, with concurrence of the speaker. A contingency staff fund controlled by the speaker may be used to hire interim clerical staff for the delegations. Other delegations are assigned staff by the speaker.

SENATE:

Secretary of the Senate -- The secretary is appointed by the Senate and serves full time during the session only. The secretary is responsible for record keeping, calendars, bill processing, and chambers staff. The Senate president appoints all chambers and support staff of the Senate and the secretary's office. As in the House, journals are prepared and printed under the direction of the journal clerk who is also an appointed officer of the chamber.

COMMITTEE SERVICES:

In addition to professional research staff provided and coordinated by the fiscal and reference departments, clerical and administrative support staff are provided for the session to each committee. A personal secretary is hired for the session for each chairman. The employment of committee staff is decided by the speaker and Senate president on the recommendation of the committee chairman. Some committees retain year-round secretarial

assistance. Both presiding officers are also authorized to appoint seven to ten bill analysts to assist committees or delegations as necessary during the session.

MEMBERS' PERSONAL STAFF:

Each senator is authorized to hire a full-time secretary with pro forma approval by the Senate president. In addition, senators receive an interim expense account of \$5,800 to fund district office expenses. Delegates receive interim expense accounts of about \$8,788 of which roughly one-third must be expended on clerical staff. During the session, clerical help is available to delegates through their county delegations, and during the interim most delegates pool interim funds to share secretarial staff. The use of interim expense accounts is determined by the individual member, and bookkeeping work is handled by the assistant to the Senate president and the speaker.

LEADERSHIP STAFF:

The Senate president and House speaker officially appoint all chamber staff including committee, delegation, and support staff. The personal staff of the presiding officers consists of an administrative assistant, an administrative secretary, a legislative assistant, and secretarial support. The staff is assigned to the leader's personal correspondence, partisan tasks, constituent affairs, personnel matters, and house management. The majority and minority leaders of both houses are allowed to hire an administrative assistant and a secretary in addition to staff employed as part of their interim accounts.

MASSACHUSETTS

Staff Services Profile

GENERAL:

The Massachusetts General Court utilizes the staff services of several joint research agencies plus staff hired, organized, and supervised by the rules committees of each chamber. Most fiscal staff, bill drafting personnel, and some administrative staff are employed separately by each chamber, while general research, post-audit, security, and support services are provided jointly. The rules committees are chaired by the presiding officers of the respective chambers, and the presiding officers play central roles in determining staffing patterns, salary schedules, and other employment matters.

SHARED HOUSE/SENATE SERVICES:

Legislative Service Bureau -- The service bureau provides research services for members and all joint committees. The staff includes an intergovernmental relations section, a science resource network, as well as the staff assigned to joint committees. The bureau also provides data processing services, prints a legislative bulletin during the session and interim, and offers media services including videotaping, press assistance, writing services, and other audio-visual aids. The joint committee staff is under the supervision of the bureau director with the House speaker and the Senate president. On an average, each committee is staffed by two professionals. Personnel policies generally follow the state employment system but are subject to authorization or change by the two presiding officers.

Legislative Research Council -- Created by statute in 1954, the council provides research assistance on request to members and committees or as authorized by joint or single house resolution. The council is composed of eight representatives and four senators. The council staff is assigned to short-term research requests as well as long-range, in-depth study projects. The staff is hired by the council director with approval by the presiding officers and council members.

Legislative Post-Audit and Oversight Bureau -- Under the direction of the Joint Committee on Post-Audit and Oversight, the bureau is responsible for performance audits and program evaluation. Created by statute in 1971, the bureau also does a limited number of financial audits. The joint committee is composed of 15 representatives and six senators and is responsible for setting bureau personnel policies and determining the schedule of audits. The staff is organized by audit teams.

Legislative Reference Division -- As a division of the Massachusetts State Library, the reference division provides spot research assistance and library services for members and staff of

the general court. By statute, the state library is part of the state Department of Education.

Sergeant-at-Arms of the General Court -- The sergeants' office is charged with providing messengers, security, maintenance, purchasing, and other support services for the general court. The chief sergeant is elected jointly by the House and Senate and oversees the management of document distribution, business affairs, and office functions.

HOUSE:

Clerk of the House -- Elected by the members, the clerk is responsible for record keeping, bill processing tasks, and preparation and publication of the calendars and journals. The clerk also serves as the official reader for the House.

Rules Committee -- Under the direction and supervision of the speaker, the Rules Committee oversees the professional and administrative staff of the House. The Rules Committee handles the financial affairs of the House including payroll, bookkeeping, inventories, and supplies. The Rules Committee handles all House personnel functions including the establishment of salary schedules, benefit packages, and recruitment and training. The payroll includes both professional and clerical staff for the majority and minority leadership and for the caucuses of women and black legislators.

Counsel to the House -- The counsel's staff handles bill drafting responsibilities and legal research assignments for House members and leaders. On third reading, all bills are referred for legal and technical review to the Committee on Bills in Third Reading, which is staffed by the counsel's office. Members of the counsel's staff are hired by the speaker.

SENATE:

Clerk of the Senate -- The clerk is elected by the Senate and serves as official parliamentarian. The clerk handles the traditional bill processing tasks for the Senate as well as providing public information services and publishing Senate manuals and booklets.

Rules Committee -- Like the House counterpart, the Rules Committee is the chief administrative arm of the Senate. The committee is chaired by the Senate president who plays the principal role in personnel and management decisions for the chamber. The committee is responsible for personnel management, financial affairs, supplies, equipment, and facilities management. The Rules Committee payroll includes members' and leaders' personal staff. Staff for the black caucus and women's caucus is funded by the Rules Committee.

Counsel to the Senate -- The counsel's staff is the primary legal advisor and bill drafting office for the Senate. The office has the same duties and responsibilities as the House counsel. Members of the counsel's staff are selected by the Senate president.

COMMITTEE SERVICES:

All joint committee are staffed by personnel from the Legislative Service Bureau. Each committee is assigned two or more full-time professionals who are hired with the approval of the speaker and Senate president. In addition, the chairmen of some committees, because of seniority, may have additional personal staff who assist with committee business.

The Senate and House Ways and Means Committees have separate staff offices which are independent from the Legislative Service Bureau. The ways and means staff is generally hired by the committee chairman. The House staff is traditionally larger than the Senate staff. The fiscal staff reviews the governor's budget, monitors agency expenditures, conducts some program evaluations between budget cycles, prepares fiscal notes, and staffs the two committees during budget hearings and deliberations.

MEMBERS' PERSONAL STAFF:

In the Senate, each member is allowed to hire at least two staffers including an aide and a secretary. Based on seniority or committee responsibilities, other senators may be authorized additional staff positions by the Senate president. A senator's staff may be assigned to constituent matters, research or administrative tasks.

Coupled with the reduction in the size of the House, state representatives were authorized personal staff for the first time in 1979. Each member is allowed to hire one staff member to be assigned to administrative, constituent, or research duties as desired by the member. The salary for House aides is uniform, but the members are free to select whomever they wish.

LEADERSHIP STAFF:

Allocations for leadership staff are decided by the Rules Committees. The House speaker and Senate president, the ranking majority and minority leaders, partisan whips and assistant whips are authorized staff. Generally, the minority party leadership shares staff resources. Leadership staff may be assigned to constituent affairs, press and media relations, research and policy development, and clerical or administrative tasks depending on the wishes of the individual leader. There is no separate caucus staff in either chamber, and the presiding officers' staffs assume some of the caucus functions including partisan research, monitoring of committee actions and deliberations, and liaison activities.

MICHIGAN

Staff Services Profile

GENERAL:

Most research and administrative services are provided to members of the Michigan legislature by a nonpartisan joint service agency by the House and Senate partisan staff, or by committee staff authorized in each chamber. In the House, the speaker is the chief financial officer with official control over virtually all personnel and financial matters. In the Senate, personnel allocations are authorized to each senator based on a resolution passed every four years. The Senate majority leader controls some staffing, but senators are solely responsible for their allocations.

SHARED HOUSE/SENATE SERVICES:

Legislative Service Bureau -- Under the direction of the Legislative Council, the bureau provides administrative services to other joint staff offices, general information services, and research and drafting services. The bureau's legal division is the official bill drafting arm of the legislature. The legal editing division edits administrative rules and regulations, compiles and edits the Public and Local Acts, the Michigan Compiled Laws, and the Administrative Code. The bureau provides budgetary administrative services, and some limited substantive assistance, to the Law Revision Commission, the Intergovernmental Cooperation Commission, the Uniform State Law Commission, the Joint Committee on Administrative Rules, the Consumer Council and the Legislative Corrections Ombudsman. The bureau handles the printing of journals, bills, newsletters and other documents. A reference library is also maintained.

Joint Committee on Administrative Rules -- The joint committee oversees a small staff assigned to review administrative rules and regulations for conformity with legislative intent and statutory authority.

Consumers Council -- The executive director and staff of the Consumers Council serve as the legislature's primary advisor on consumer affairs. The council staff answers consumer complaints, makes appropriate case referrals, and maintains an information clearinghouse. The staff advocacy section monitors and assists with consumer related legislation.

Legislative Corrections Ombudsman -- Under the direction of a subcommittee of the Legislative Council, the ombudsman is responsible for answering constituent complaints related to prison matters and reviewing prisoner grievance and disciplinary proceedings. The ombudsman provides continuing oversight of the state's correctional facilities.

Legislative Retirement Committee -- The joint retirement committee oversees the administration of the Michigan legislator's retirement plan. A small staff monitor payroll deductions and payment of benefits to retired legislators or their survivors.

Office of the Auditor General -- The largest of the legislative agencies, the audit staff is responsible for financial and performance audits of state agencies, departments, and programs. The auditor general is appointed by the legislature to an eight-year term and most of the staff are covered by the state civil service system. The staff works closely with the House and Senate Appropriations Committees.

HOUSE:

House Fiscal Agency -- The fiscal agency is a statutory office with a budget and payroll separate from all other House operations. The agency provides professional, nonpartisan research services to the House Appropriations Committee. A three-member governing board sets office policy and must give final approval to all hiring and firing decisions. A director oversees the day-to-day operations of the staff. The fiscal agency prepares fiscal notes on all legislation and administrative rules, reviews the executive budget, monitors state agencies, conducts program evaluations, provides general fiscal and budgetary information, and prepares the budget bills for various state departments.

House Democratic Staff -- Under the direction and control of the speaker, the majority party staff is headed by an executive secretary who serves as liaison between the speaker and the majority caucus. The Democratic research staff is headed by co-directors. Its analysts answer members' information requests, conduct research projects, write speeches, develop and draft legislation and amendments, respond to constituent problems, and occasionally staff special committees and supplement standing committee staff. The Democratic communications staff is headed by a director who reports to the executive secretary. The communications unit provides technical media services to the caucus. The speaker is the chief financial officer of the House with ultimate responsibility for all personnel and financial affairs. House administrative units under the speaker's direction are responsible for housekeeping tasks, purchasing, printing, personnel, maintenance, accounting and bookkeeping, security, pages, sergeants-at-arms, and facilities.

Clerk of the House -- The clerk is elected by the members and oversees the traditional chamber responsibilities including the calendars, journals, bill processing and record keeping while also serving as the parliamentarian. In addition, the clerk's staff includes committee clerks who are assigned to assist chairmen with clerical, scheduling, record keeping and administrative tasks of the standing committees. The clerk's office is also responsible for the House payroll, public information and messenger services. The

clerk is responsible for hiring his/her office staff with approval of the speaker.

House Republican Staff -- Under the immediate supervision of the minority leader and the minority executive secretary, the Republican staff is divided into three divisions: program and research, constituent relations, and House communications and news bureau. The program and research staff is composed of specialists in major subject areas who assist in development of the minority caucus legislative program. They provide general information to members, conduct research, draft and analyze legislation and are assigned to standing and special House committees. They also work with caucus task forces and maintain liaison with the governor's staff to coordinate the executive office's legislative program. The constituent relations section assists caucus members by evaluating research and solving individual constituent problems not handled by the representative or his office. The section also plans, creates, writes and produces group communications. The communications and news bureau provides speech, news release, and newsletter writing for caucus members as well as complete photographic and radio production services.

Legislative Analysis Section -- Though under the supervision of the speaker, the bill analysis staff is nonpartisan and autonomous from the House Democratic staff. The staff is responsible for writing summaries of all bills introduced in the House except for budget bills. They also write analyses of those bills reported out of committee, again with the exception of budget bills.

SENATE:

Senate Fiscal Agency -- Like the House, the Senate agency is a statutory office with a separate payroll and budget. Its primary purpose is to assist the Senate Appropriations Committee on a professional, nonpartisan basis. The staff is supervised by a three-member governing board and handles fiscal and budget research for the committee and any member of the Senate. The staff, headed by an executive director, prepares fiscal notes on all legislation and administrative rules, reviews the executive budget and conducts program evaluation and development.

Secretary of the Senate -- The secretary is elected by the Senate and serves as the chief administrative officer and parliamentarian. The secretary oversees preparation of the journals and calendars, enrolling, printing, record keeping, maintenance, facilities, sergeants-at-arms, personnel, payroll and other financial matters. The secretary works closely with the Senate Administration and Rules Committee which establishes personnel budgets and management policies for the Senate.

Democratic Majority Staff -- The majority staff is hired by the majority leader and is responsible for providing majority members with research, constituent and media assistance. The staff is

assigned to monitor and assist committees, and each research analyst is responsible for one to four committees.

Republican Staff -- The minority staff is hired by the minority leader and serves all Republican members of the Senate. The staff monitors and assists with committee work, researches issues, develops program proposals, writes speeches, and handles some constituent affairs.

Republican Information Office -- Separate from the research staff but also hired by the minority leader, the information office provides newspaper releases, radio feeds, newsletters, and other media and public relations services to senators.

COMMITTEE SERVICES:

In the Senate, committee chairmen are authorized to hire a committee administrator and a committee clerk to handle the research and administrative responsibilities of each standing committee. The basic staff authorization is determined by Senate rules. Additional staff or committee consultants may be hired with the approval of the Senate Administration and Rules Committee which is chaired by the majority leader. The majority leader and the Administration and Rules Committee may also authorize part-time staff for special or select committees. Committee chairmen have complete autonomy in hiring and firing decisions.

In the House, the speaker determines committee staff allocations based on the request of the chairman. Each standing committee is provided with at least one professional aide who assists the committee with research, analysis and management. Major committees may be provided with up to six or eight attorneys or research analysts. Subcommittees and special committees may also be provided with professional research help. In all cases, the speaker determines the number of positions and salary ranges. The committee chairman selects the staff with official approval by the speaker. Committee clerks who provide clerical and administrative support are assigned from the office of the House clerk.

MEMBERS' PERSONAL STAFF:

In the Senate, minority members are authorized to hire an administrative assistant and two clerical staff. Because of assignments as committee chairmen, majority senators generally hire a committee administrator, a committee clerk, an administrative assistant and a secretary.

In the House, all representatives are provided with a secretary who is hired by the member with the approval of the speaker.

LEADERSHIP STAFF:

Majority and minority party leaders of both houses are provided with the basic staff allotment and caucus services available to all

members. In addition, the House minority leader and minority floor leader each are authorized to hire a professional aide. The House speaker and other majority party leaders receive additional clerical support and from one to three professional assistants to help with constituent, district or personal legislative business. The Senate majority leader is allowed to hire five additional professionals to assist with Senate administration, special projects, priority legislation and constituent business. The senate minority leader is allocated an additional professional position to handle administrative and legislative affairs for the leader.

MINNESOTA

Staff Services Profile

GENERAL:

Most staff services are organized by chamber in the Minnesota legislature, and a substantial number of staff are assigned to partisan research activities. In addition, committees are authorized to hire staff. Administrative control is nominally centered on the House and Senate rules committees which must approve personnel and budget decisions. The Senate staff is more centralized under the secretary of the Senate while each individual House unit reports directly to the Rules and Legislative Administration Committee.

SHARED HOUSE/SENATE SERVICES:

Jointly shared staff offices maintain their own budgets, are under the state civil service system, but are still extensions of the legislature.

Legislative Coordinating Committee--Chaired by the House and Senate presiding officers, the committee oversees the services of the revisor of statutes and the Legislative Reference Library. The revisor's staff is required to review all bill drafts prior to introduction. The revisor's office also does code revision, statute production, and bill drafting. The library provides general information and reference resources.

Legislative Audit Commission--A bipartisan, House-Senate body, the audit commission oversees the operation of a fiscal audit division and a program evaluation staff. As the largest professional staff, the audit office conducts post-audits of state departments, boards and commissions, monitors state agency practices, and investigates the performance and effectiveness of programs and departments.

Tax Study Commission--This small professional staff of fiscal and tax analysts conduct in-depth and short-term studies of personal and corporate tax questions and the impact of state legislation.

Legislative Commission on Minnesota Resources--The commission is charged with studying resource development, energy policy, and other questions dealing with natural resources, parks, and historic sites.

Legislative Commission to Review Administrative Rules--The smallest of the joint staff offices, the commission is responsible for reviewing administrative rules and regulations to insure compliance with legislative intent and statutory provisions.

HOUSE:

Chief Clerk of the House--The clerk's staff handles traditional duties relating to the chamber: calendar, journal, and record keeping. The chief clerk also has supervision over the engrossment and enrollment of bills. The chief clerk is elected by the membership. The Rules and Legislative Administration Committee must approve general personnel policies and salary levels for all House employees.

Research Department--The department provides nonpartisan research staff to all House committees and responds to information requests from members and leaders. The staff prepares research reports, answers member inquiries, and assists with committee projects. Staff members are assigned to subject specialities and each committee is staffed with one or two analysts with backup from research assistants.

House Administrator--Among other things the administrator handles House personnel matters, financial business and oversees the House Information Office. The administrator also handles supplies for House offices.

Majority and Minority Research Consultants--The caucus staffs operate similarly in both the majority and minority parties. Staff are assigned to constituent services, media relations, and spot research. Neither caucus staffs the standing committees on a regular basis. The size of each caucus staff is roughly proportional to the party membership.

Sergeant-at-Arms--The sergeant's staff is primarily a sessional operation with responsibility for security, messengers, and similar services. Organization of the sergeants is under the majority caucus office.

SENATE:

Secretary of the Senate--Elected by the Senate, the secretary is the chief administrative officer of the Senate and works closely with the chairman of the Rules and Administration Committee on personnel and budget matters affecting all Senate staff agencies. The majority leader chairs the Rules Committee and ultimately has responsibility to hire staff office directors. The secretary's staff is responsible for the financial affairs of the Senate, personnel, public information services, calendar, journal, chamber functions, and most clerical and support services. The secretary's staff does not provide tour guides or transportation for members. During the session, mail distribution is handled by two mail clerks, while mail during the interim is brought directly to the secretary's office.

Majority and Minority Research--Like the House caucus staff, the Senate partisan offices are primarily assigned to general, short-term research requests, constituent casework and public and press

information. The minority caucus and other minority party staff are under the supervision of the minority leader and a minority secretary of the Senate. The majority staff is responsible to the Rules and Administration Committee and the Senate secretary.

Senate Counsel--The counsel's office serves as the Senate's legal advisor. The staff conducts legal research, drafts bills and amendments, assists standing committees, and provides legal counsel to members and committees. The counsel's office is considered nonpartisan.

Senate Investigative Research--The staff is assigned to in-depth research projects and program evaluations. Though a more specialized research unit, the investigating office does staff committees on selected issues. The staff is nonpartisan.

COMMITTEE SERVICES:

In addition to research help from the House Research Division and the Senate counsel, each committee chairman is authorized to hire an administrative assistant and a secretary to serve the committee. The administrative staff does some research but primarily assists the chairman with public hearings and committee management. In the Senate, some vice-chairmen also have the services of a legislative assistant.

House Appropriations Committee--The appropriations staff operates independently from the research division. The staff provides services to the committee, analyzes the governor's budget, prepares fiscal notes, and conducts related budget and fiscal studies.

Senate Finance Committee--Like its House counterpart, the Senate Finance Committee staff analyzes agency requests, studies tax and other money issues, and prepares fiscal notes and budget recommendations. The professional staff consists of four full-time professionals.

MEMBERS' PERSONAL STAFF:

Members do not have full-time staff. During the session, each senator has a personal secretary and two or three representatives share secretarial help. Some senators also pool their authorized session positions to hire a secretary and a legislative aide. The leadership attempts to match secretarial services with member needs and work load. In addition, both houses maintain secretarial pools or a word processing center to assist legislators who do not choose to hire a secretary or who have overflow work. In the Senate, the word processing center includes three full-time and three sessional typists.

LEADERSHIP STAFF:

The presiding officers and ranking majority and minority leaders each employ one or two professional staff members plus secretarial